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ABSTRACT

This technical assistance guide for offender programs is a guidebook to be used by CETA (Comprehensive Employment and Training Act) prime sponsors, state manpower service councils, state manpower planning councils, and Department of Labor (DOL) regional staff concerned about offenders and interested in developing employment and training programs for them. There are two parts. Part I contains four chapters that provide background information on (1) past and present DOL offender programs, (2) the offender (statistics on the total offender population, characteristics of the offender, how society views the offender, and DOL offender target groups), (3) CETA and the criminal justice system, and (4) barriers to employment of offenders, particularly efforts to remove legal and attitudinal barriers. Part II is a program reference guide with three chapters: (1) funding, program components, and staffing of CETA programs for offenders, (2) strategic and operational program planning, and (3) program assessment (targets, criteria, cost effectiveness, techniques, etc.). Appendixes contain a three-part bibliography (annotations of selected reference materials, a subject-matter bibliography, and an alphabetical listing of references and resources) and two glossaries (one containing a list of terms and definitions related to the criminal justice system and one of selected "con" language). A cross-referenced index to the guide is also included. (JT)

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ET Handbook No. 341

Employment and Training Programs for Offenders

AUG 26 1977

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A Guide for Prime Sponsors
Under the Comprehensive
Employment and Training
Act of 1973

U.S. Department of Labor
Employment and Training Administration
July 1977

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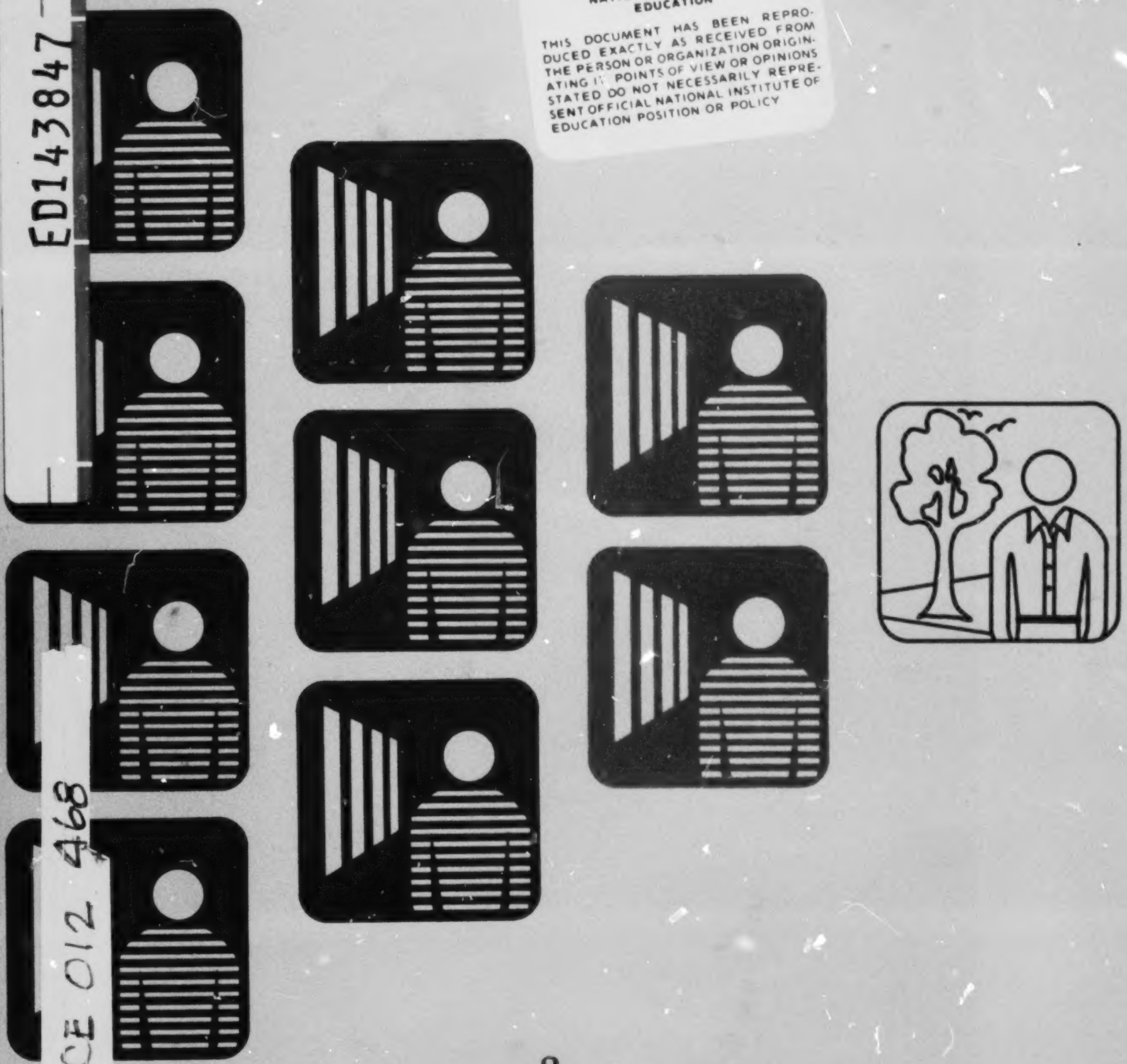

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Washington, D.C. 20213

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TO : ALL REGIONAL ADMINISTRATORS
ALL STATE EMPLOYMENT SECURITY AGENCIES
CETA PRIME SPONSORS

FROM : FLOYD E. EDWARDS FEE
Administrator, Field Operations

SUBJECT : Technical Assistance Guide for Offender Programs

1. Content. This Technical Assistance Guide (TAG) for Offender Programs is a "how to" guidebook to be used by CETA prime sponsors, State Manpower Service Councils, State Manpower Planning Councils, and DOL regional staff concerned about offenders and interested in developing employment and training programs for them. The TAG is divided into two parts. Part I provides background information about offenders, the criminal justice system and related terminology, as well as a discussion of "artificial barriers" to offender employment. Part II of the TAG is a "how to" section designed to provide a ready reference guide to: 1) the goals and functions of CETA program components as they relate to the offender population, 2) administrative considerations, 3) program models, and 4) evaluation methods.

The TAG includes an Appendix containing an annotated bibliography, additional source materials, a dictionary of offender terminology, and a quick-reference guide for easy access to specific topics.

Copies of the Offender TAG will be distributed by the Government Printing Office to all CETA prime sponsors, all State Manpower Service Councils and State Manpower Planning Councils, all State Employment Security Agencies, regional Offender Representatives, and selected personnel affiliated with the criminal justice system.

2. Action Required. Recipients should distribute to appropriate staff. In addition, all CETA prime sponsors are requested to complete and return the bottom of this transmittal to indicate that they have received this TAG and that their mailing address is correct.

3. Inquiries. Questions from the field should be directed to your regional office. Regional offices inquiries should be directed to Larry Langfeldt on 8-376-6777.

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From: (Signature and Title) ______________________

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☐ Prime sponsor

☐ Chief Elected Official

☐ Administrator/Contact Person

ET HANDBOOK NO. 341

TECHNICAL ASSISTANCE GUIDE FOR CETA PRIME SPONSORS

July 1977

This Technical Assistance Guide was developed
pursuant to a contract from the Department of Labor

by

PLANNING AND HUMAN SYSTEMS, INC.

Washington, D. C.

1977

This technical assistance guide was created by Planning and Human Systems, Inc., under the supervision of Frances Georgette Watson. Project staff included: Jane L. Watson, project coordinator; Marjorie Gildenhorn, chief writer; Neal Miller, legal consultant; Bill Tash, planning and evaluation consultant; Carl Auvil, Irene Auvil, and Helen Jordan, training consultants; Doris Davidow, artist; and Joan Dodson, production supervisor.

Most of the materials for this guide were derived from a report developed by Contract Research Corporation, directed by Arnie Miller. Additional materials and data were gathered by Planning and Human Systems.

Personnel of the Employment and Training Administration of DOL contributed to and cooperated in the development of the guide.

ET HANDBOOK NO. 341

TECHNICAL ASSISTANCE GUIDE (TAG) FOR OFFENDER PROGRAMS

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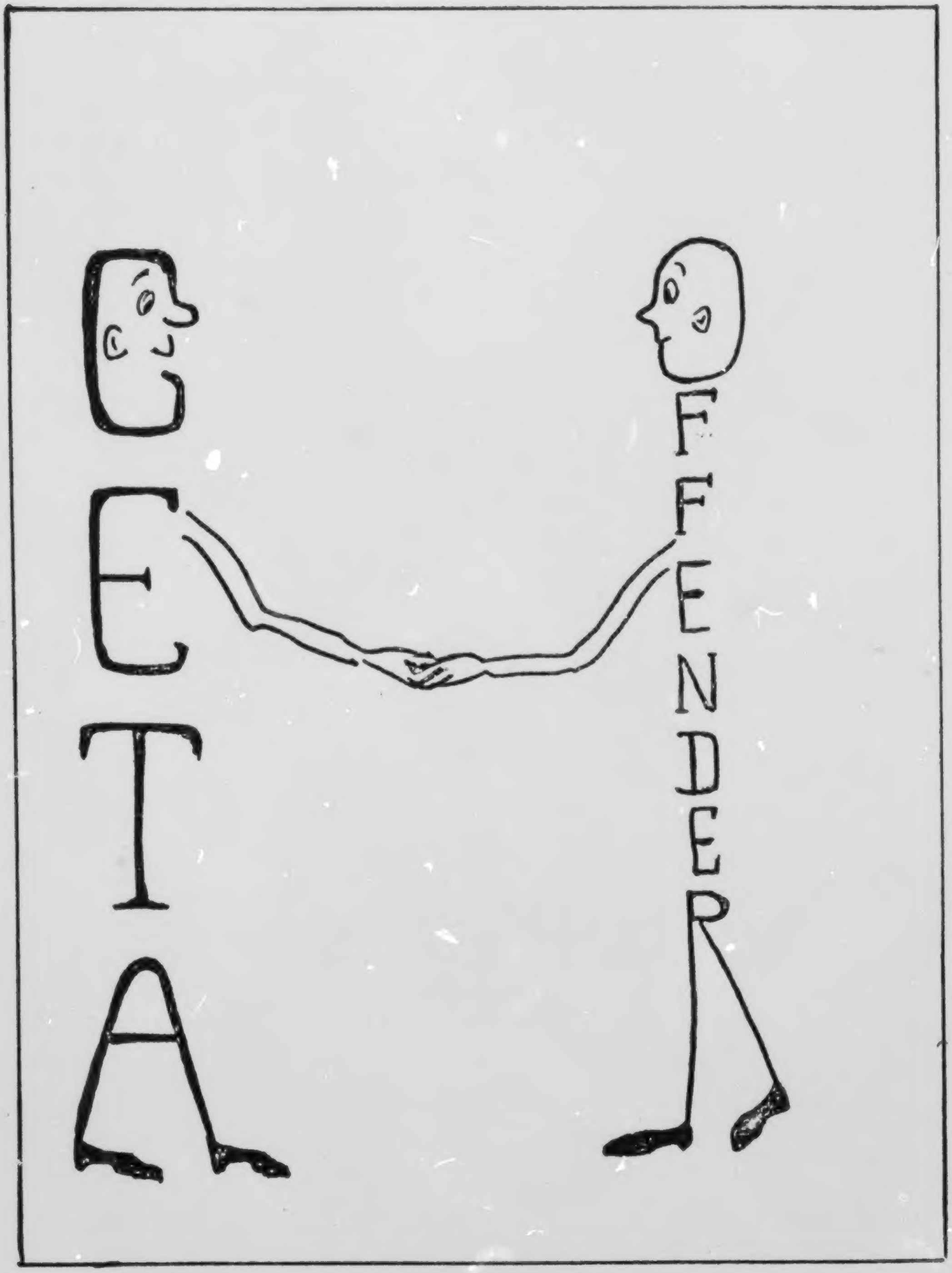
CETA
OFFENDER

CHAPTER I - INTRODUCTION

Chapter I explains the structure of this Technical Assistance Guide (TAG) and the relationship between CETA and offenders. This chapter also provides a brief look at the past and current efforts of DOL to assist offenders.

A. The Purpose of This Guide. This Technical Assistance Guide (TAG) is a "how to" manual to be used by CETA prime sponsors to develop employment and training programs for offenders and ex-offenders and to learn how to better integrate offenders or ex-offenders into existing programs.

Part I The TAG is divided into two parts. Part I provides background information about offenders, the criminal justice system, and terminology relating to offenders. It also addresses itself to a discussion of the "artificial" barriers to employment with which offenders, ex-offenders, and prime sponsors must deal.

Part II Part II of the TAG is the "how to" section. It provides the key to unlocking the doors to employment and integrating the offender or ex-offender into the world of work in an effective way. The "how to" section is designed as a ready reference guide to:

- the goals and functions of CETA program components as they relate to this target population
- administrative considerations
- program models
- evaluation methods

Identification of intervention points and details on linkage with other public and private sources will assist CETA prime sponsors in making their programs "work."

Appendices The Appendices contain three bibliographies, identification and contact information, two glossaries, alphabet soup, and an index which is a quick reference guide to the materials contained in this TAG.

B. CETA and the Offender. When the Congress enacted CETA in 1973, the lawmakers made special reference to "offenders." Acknowledging their particular need for training services, Title III of CETA, Section 301(c) says:

Title III Section 301(c)

> "With respect to programs for offenders...the Secretary shall establish appropriate procedures to insure that participants are provided with such manpower training and related assistance and support services (including basic education, drug addiction or dependency rehabilitation, health care and other services) which will enable them to secure and obtain meaningful employment."

CETA's involvement with offenders

Approximately 30% of the population now being served by CETA under Title I funds can be classified as offenders. Few of these are identified as offenders for two reasons. First, they are no longer under the purview of the criminal justice system. Second, the offender is reluctant to volunteer information about his or her past record. By reaching the offender when he or she is still connected with the criminal justice system, the CETA prime sponsor can make a significant impact on the offender's future. The early contact with the offender can provide early motivation for the client to re-enter society in a meaningful way.

Why serve the offender population?

Early contact with the offender can also be beneficial to the CETA prime sponsor because the CETA prime sponsor can utilize the additional resources available through the criminal justice system and public and private sources. By identifying offenders and providing services to them, the success rate of the CETA program can be raised.

A second reason for serving the offender population is the reduction of the burden to society. By reintegrating the offender into the community as a self-sustaining and responsible member of society, the burden to the community and family becomes greatly reduced.

Title III of CETA recognizes that the enforced idleness of hundreds of thousands of individuals who are incarcerated and the several million others who can't find decent jobs because of a record of arrest or conviction must be halted. A tremendous amount of talent is lost each year by not utilizing the skills and knowledge of these people.

In addition to the massive waste of human resources, Title III attempts to arrest the high cost of crime. If individuals are permitted to engage in lawful employment to support their families and themselves, their criminal activities may be lessened.

Anyone who has had to earn a livelihood knows the importance of a job. Employment, especially to the offender, means even more than just a job--it can be the critical difference between successful reintegration into society or the return to incarceration. "Without employment, an offender is left with crime--the only 'job' he or she knows."*

Focus of the TAG

Because CETA prime sponsors are thoroughly knowledgeable about CETA projects, this guide will not address those areas in which CETA is already actively involved. Rather, the TAG will focus on CETA and the offender programs.

C. Past DOL Programs for Offenders. Shortly after the passage of the Manpower Development and Training Act of 1962 (MDTA), the Department began to accumulate a broad base of experience focused on the criminal offender as a training resource. In the course of conducting research and developing projects and programs, every phase of the offender's involvement with the criminal justice system has come under scrutiny, from arrest through trial and probation or incarceration and release to the post-release period.

1966 amendment to MDTA

In 1966, an amendment to MDTA provided for a large-scale pilot program which was to operate in a variety of settings. The program included different kinds of prison populations utilizing a variety of training services. Prior to 1966, offenders were excluded from all but demonstration projects, on the grounds that they were not immediately available for employment and therefore outside the labor force covered by MDTA. In cooperation with the Bureau of Prisons, the U.S. Office of Education, the public employment service, and many state and local correctional agencies, the MDTA program was implemented. The main focus of the program concentrated on the inmate's isolation and estrangement from the community and preparation for his or her reentry into that community.

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*Hunt, James W. Coordinating Ex-Offender Job Development Programs. Clearinghouse on Offender Employment Restrictions, National Offender Services Coordination Program. (Washington, D.C.: American Bar Association), 1977.

Early programs for offenders

The earlier projects and programs dealing with offenders and ex-offenders placed emphasis on helping the incarcerated offenders to enter or reenter the labor market. In later years, the focal point was modified to one of intervening at various points within the criminal justice system and to provide more than just "job readiness."

More recent DOL projects

More recent DOL projects concentrated on areas such as these:

- Pre-trial intervention projects offering an employment related alternative to prosecution for selected offenders.
- Projects offering other community alternatives, working with probationers and parolees.
- Financial assistance in the post-release period, after inmates are released from institutions.
- A nationwide bonding assistance project in which the Federal government contracted with a commercial underwriter to provide bonds to ex-offenders and others who have been denied jobs because of their records.
- Mutual Agreement Programming - a method whereby an inmate and correctional authorities agree in advance to the conditions of the inmate's release from incarceration. A definite parole date is established contingent upon the inmate's successful achievement of specifically defined and mutually agreed upon objectives.
- Comprehensive Offender Manpower Programs (COMP) - Attempted to bring together in 8 states the services of all existing offender rehabilitation programs, whether under public or private agencies, and foster institutional change in the criminal justice system.
- State Model Ex-Offender Programs (MEP) - Use of public employment services to fashion effective training delivery through the use of specialized counselors, job developers, and community aides stationed in both penal institutions and employment offices in major metropolitan areas.

CETA

D. Present DOL Offender Programs Under CETA. Under the Comprehensive Employment and Training Act (CETA), the Department of Labor is authorized to provide financial support to special programs for offenders. At the same time, governors, mayors, and other governmental officials have been given authority and funds to operate offender programs as local prime sponsors. In this way, offender programs can be tailored to meet the needs of specific jurisdictions, and prime sponsors can establish their own priorities and determine the design and mix of employment and training services to be provided.

Present focus of DOL

The efforts of DOL, at the present time, focus on providing technical assistance to CETA prime sponsors administering programs for offenders rather than DOL providing direct funding for local operations. DOL recognizes that the offender constitutes a large proportion of the potential CETA clientele. By providing technical assistance to CETA prime sponsors, the variety of needs of the offender can best be served by the integration of services with the regular entitlement programs.

Various kinds of technical assistance are available at this time. Included among these are:

TAG

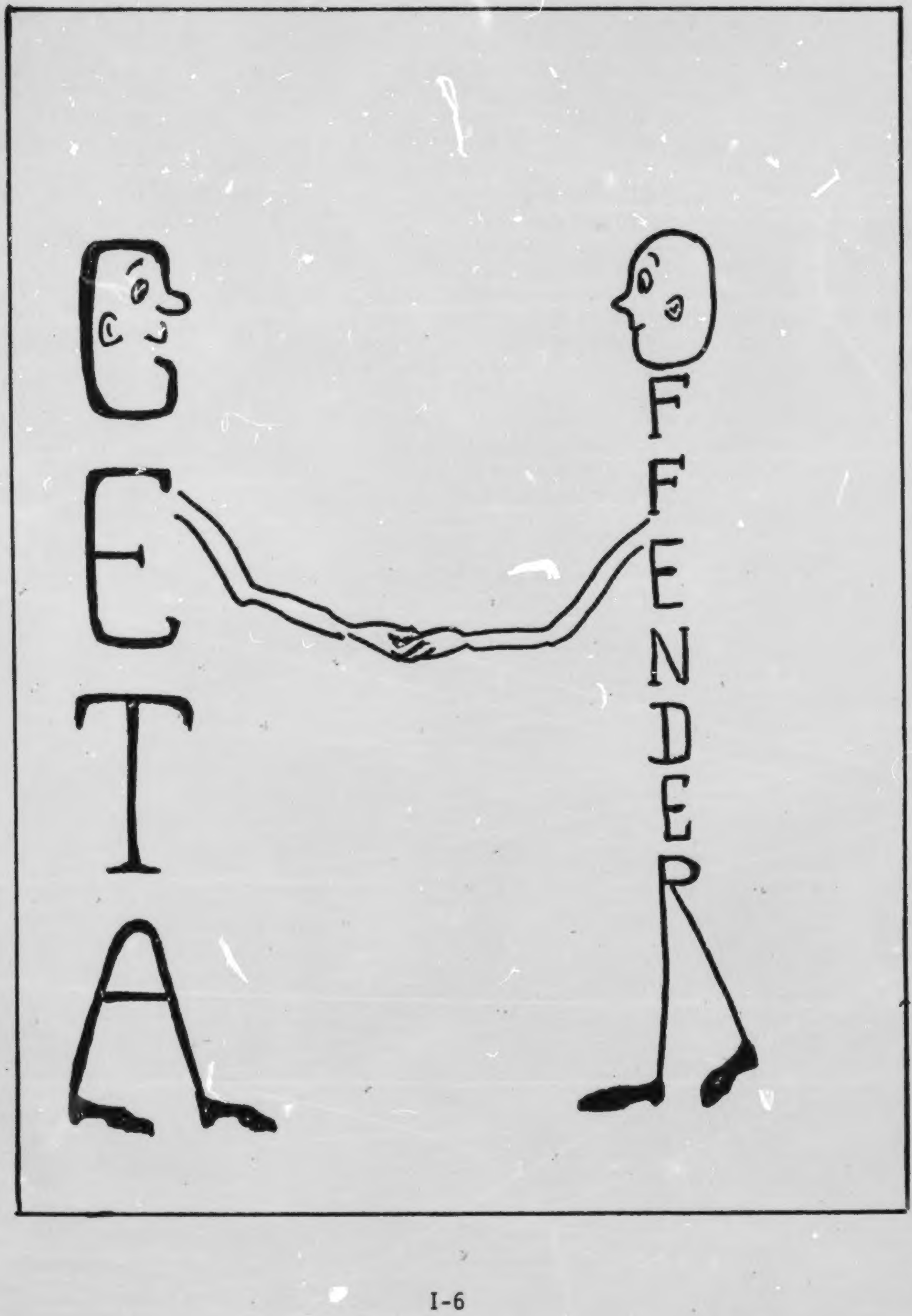
- This Technical Assistance Guide.

Film

- The video-tape movie entitled "Branded" was produced in 1977. Each Regional Training Center (RTC) will have two copies of the film--one to show as part of RTC Training Courses on offenders and one to lend out to prime sponsors.

Information Clearinghouse

- The Offender Program Information Clearinghouse is a computerized compilation of information about employment and training programs for offenders (whether DOL funded or not), throughout the United States. Prime sponsors can access the Clearinghouse through the National Governor's Conference.


CETA
OFFENDER

CHAPTER II - THE OFFENDER

Chapter II begins with definitions of an "offender." The definitions are followed by a brief statistical look at the total offender population. General characteristics and comparative demographics provide further insight into the target population. Chapter II concludes with society's view of the offender and the DOL classifications of offenders.

A. The Offender - Definitions. An offender, as defined by Section 701(a)(6) of CETA is:

Section 701(a)(6)

> "...any adult or juvenile who is confined in any type of correctional institution and also includes any individual or juvenile assigned to a community-based facility or subject to pretrial, probationary, or parole, or other stages of the judicial, correctional, or probationary process where manpower training and services may be beneficial..."

The Department of Labor regulations implementing CETA offer the following definition of an offender:

DOL's definition

> "Offender shall mean: (a) any person who is or has been confined in any type of correctional institution, or assigned to a community-based facility, or who is or has been subject to any stage of the judicial, correctional, or probationary process where manpower training and services may be beneficial...or (b) any adult or juvenile who is confined in any type of correctional institution and also includes any individual or juvenile assigned to a community-based facility or subject to pretrial, probationary, or parole or other stages of the judicial correctional, or probationary processes where manpower training and services may be beneficial..."

Both definitions point to the fact that offenders vary widely in their characteristics. The one common tie is the fact that they have "brushed" with the criminal justice system in one way or another. "Offenders" differ greatly in their criminal involvement, their demographic characteristics, their "employability" and their resources for self-support.

B. The Total Offender Population - Statistically. The CETA definition of "offender" includes all individuals having records of arrest or conviction. According to a report from the Department of Labor's Office, Assistant Secretary for Planning, Research and Evaluation (ASPER), this totals 45 million individuals. The DOL estimate is based upon published reports by the FBI and testimony before Congress by the Law Enforcement Assistance Administration (LEAA).

Statistics

Of the 45 million offenders, approximately 32 million are in the nation's work force--about one out of every three workers.

Included among the 45 million are:

- 500,000 confined to Federal and state institutions and local jails
- one million on probation
- 150,000 on parole.

On any given day, there are over three million individuals in contact with the criminal justice system, including persons awaiting trial. In the course of a year, the FBI Uniform Crime Reports estimates that there are over ten million arrests for misdemeanors or felonies. These result in perhaps three or four million convictions. Of this number, approximately one and one-half million are first offenders. Most offenders who are charged with or convicted of misdemeanors never serve prison sentences.

This TAG addresses that portion of the 45 million offender population who are unemployed, and eligible under CETA for assistance.

C. Characteristics of The Offender. What are offenders like and how do they differ from the rest of the population? You certainly couldn't describe the offender in general terms except to say that he/she is white, black, young, old, married, single, educated, a drop-out, rich, poor, etc.

Obviously, with the number of offenders in the work force estimated to be about 32 million, generalizations cannot be meaningful. Rather, a description of some groups of offenders will help prime sponsors identify the problems that each group faces, problems that are both unique to and common among the various groups. Occasionally offenders identified under various subgroups are women, veterans, youth, minority group members, those over 40, and others.

Women

Women comprise a small minority of people arrested and convicted. In 1975, one of every seven arrestees was a woman, only 15% of all arrestees. However, women constituted 5% of the total number of people actually in prison or jail. Like men, women generally come from the poorer, less well educated groups in society, are disproportionately members of minority groups, and receive very little rehabilitative help at the hands of the criminal justice system.

Women versus men

A notable difference between men and women offenders lies in the offenses with which they are charged. Women are most likely to be arrested for larceny, fraud, embezzlement, prostitution and commercialized vice, and vagrancy, according to FBI reports. Men, on the other hand, are most likely to be arrested for robbery, burglary, auto theft, vandalism, weapons offenses, drunkenness and drunken driving. Women also serve shorter terms than men. In recent years, the numbers of women coming under the criminal justice system are rising and the types of offenses they commit are broadening. As a matter of fact, FBI reports show an increase of 86 percent in arrests of women between 1960 and 1972 while male arrests were rising only 28 percent. The Index Crimes statistics showed that arrests of women increased a startling 246% in comparison with an 82% increase for men.

Veterans

Offender programming by CETA prime sponsors should take into account the presence of still other offender subgroups. A Government Accounting Office study of prison inmates found that in the prisons studied, nearly 22% of the inmates were eligible for veteran benefits. Other veterans who are ineligible for veteran benefits due to having less than honorable discharges may be considered to be offenders irrespective of any civilian arrest or conviction. The less than honorable discharge places them in an "offender" category due to the artificial barrier to employment created by their discharge status.

Subgroups

Other significant offender subgroups requiring special services are older offenders (over 40 years of age), Spanish-speaking persons, native American Indians, offenders with family dependents, and offenders suffering from alcohol, drug addition, or mental health problems.

The typical offender

While the total offender population is far from a homogeneous group, the typical offender in present contact with criminal justice is more than likely a young, undereducated man from a minority background. The arrested offender is likely to be unemployed and to have little or no financial resources. School and employment records generally reflect failure.

The average educational level of prisoners is lower than that of the general population. However, the intelligence level of the inmate is generally equal to the "outside" counterpart. The lack of educational opportunities and motivation contributes to this lower educational achievement.

The economic history of the present offender is generally one of high unemployment, low wage, intermittent and low status work patterns, and welfare. This offender sub-population comprises part of a much larger group of CETA clients with severe employment problems. Indeed, there is a significant and large body of research relating fluctuations in the unemployment rate to changes in the crime rate and prison intake. Incarceration and transitional difficulties contribute greatly to their continued employment problems.

CETA *participant versus the average offender*

An overall view of comparative demographics on the offender sub-group in present contact with criminal justice and CETA clientele can be found in the chart on the following page. The main difference between the CETA participant and the average present offender is that the average offender is more likely to have a slightly lower educational background, be a little older, and is more likely to be male rather than female. It must be remembered that this is true only with respect to offenders presently in contact with criminal justice; those with only past records of arrest or conviction are probably undistinguishable from other CETA clients. Their "record" of course makes them different from other CETA clients insofar as employability is concerned. This "outstanding characteristic" is a major issue to which CETA prime sponsors and the public in general need to address themselves.

COMPARATIVE DEMOGRAPHICS OF OFFENDERS AND CETA CLIENTELE

CHARACTERISTIC	AVERAGE CETA TITLE I PARTICIPANT	ARRESTEES	AVERAGE OFFENDER JAIL INMATES	PRISON INMATES
YOUNG	57% (UNDER 22)	54% [1] (UNDER 25)	60% (UNDER 30)	38% (UNDER 25)
UNEDUCATED (LESS THAN HIGH SCHOOL EDUCATION)	55%	NO DATA	66%	61%
MINORITY GROUP MEMBER	56%	30% [2]	42%	47%
POOR	75%	80%	86%	76%
MALE	54%	85%	96%	97%

SUMMARY: THE AVERAGE OFFENDER LOOKS VERY MUCH LIKE THE AVERAGE CETA PARTICIPANT EXCEPT THAT THE OFFENDER IS SLIGHTLY LESS EDUCATED AND OLDER AND MORE LIKELY TO BE MALE.

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[1] 34% of all arrests are of individuals under 18 years of age. Approximately one-half of these are referred to Juvenile Court intake; and the other half are processed as adults.

[2] 68% of all arrests are for minor misdemeanors with victimless crimes (prostitution, gambling, disorderly conduct, drunkenness, etc.), accounting for 45% of all arrests. Only 20% of all arrests are for serious crimes and 80% of those are for crimes against property (burglary, larceny, and auto theft). Only 4% of all arrests are for serious crimes (homicide, rape, armed robbery, aggravated assault, etc.).

D. How Society Views The Offender. Thus, demographics do not tell the entire story of the offender's needs for CETA services. The experience of arrest or conviction is often a demoralizing one, reducing for many the already low opinion they may have of themselves.

Stigma

More significant is the stigma that society has placed upon offenders. Numerous studies have shown that public and private employers often refuse to employ individuals solely on the basis of a record of arrest or conviction. A study for the President's Commission on Law Enforcement and Administration of Justice showed that 67% of all employers in New York City refused to hire individuals with an arrest record. The District of Columbia personnel department reported that one-half of that city's population was ineligible for half the jobs in that city because of arrest or conviction records. A study by the American Bar Association reported that 37 states refused in varying degrees to hire offenders and documented the existence in 50 states of nearly 2,000 licensing laws affecting offenders.

Employment problems

Historically ignored, offenders presently incarcerated in prison and jail may have special problems in finding employment. Far removed from their homes, they are unable to effectively engage in job searches. Upon release they often have minimal financial resources and have to take the first available job to avoid return to prison as parole violators. For the same reason they have limited abilities to search for better employment while working.

Communities provide for the offender

Community responsibility for offenders returning to society has been assumed in some jurisdictions. Hence not all offenders returning from prison or jail to their homes have such problems. In these jurisdictions, the state or county correctional department has employment specialists on their staffs to assist offenders. Other parole agency staff can also assist some offenders to find jobs. A few offenders may also participate in work-release programs and will continue in these jobs after release.

Most are not so fortunate. Correctional and parole staff have heavy caseloads and are unable to provide personalized attention to the offender's employment problems. Institutional training is often criticized as being irrelevant or outdated. Whatever the reason, most offenders returning from jail or prison are without effective employment or training assistance. Their needs are immediate, but they know little of CETA and its services.

E. DOL Offender Target Groups. The Department of Labor has proposed a typology of offenders with regard to employment and training assistance. This typology consists of three categories of offenders:

Record incidental

Group A - offenders who have so many other problems that their criminal record is only incidental to the total picture. Members of this group may have social or economic disadvantages, anti-social personalities, or a deprived or disadvantaged background. In addition, they also have a record but they are not currently under the perview of the criminal justice system.

Marketable skills

Group B - offenders who have marketable skills. Their offender records become the primary barrier to employment and for this group overcoming the barrier is of prime importance. They are not currently under the criminal justice system.

Under CJS

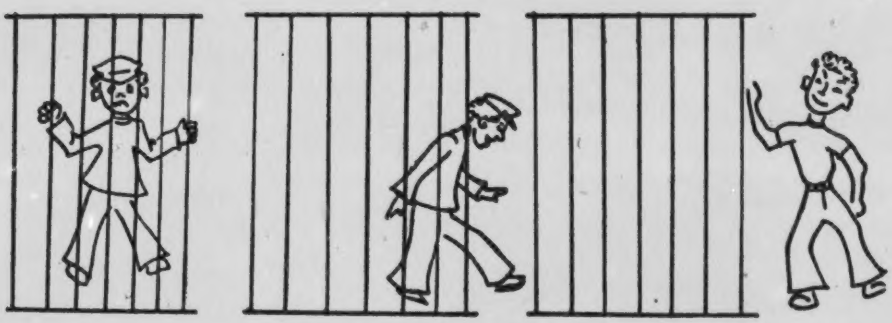
Group C - offenders who are currently in custody or under supervision by criminal justice. Precisely because this group of offenders is under the supervision of corrections or other criminal justice agencies, prime sponsors can most easily develop programs or service access for Group C offenders. Most of this TAG addresses the Group C offender and discusses those services that can be provided to them. Group C offenders may be divided into three sub-groups:

(1) Those incarcerated or confined - this includes offenders who are in prison or jail

(2) Those partially confined - this includes those on partial work-release programs, or

offenders under minimal supervison, such as those who return to an institution or halfway house at night or on weekends

(3) Those who are not confined - this includes pre-trial release, out-on-bail, released on bond, parolees, probationeers, etc.



Percentage of offenders being served by CETA

F. An Explanatory Note. The statistics comparing CETA clientele to offenders imply that offenders are not presently being served by CETA. This may not be entirely accurate, however. Even though CETA records indicate that only 5% of its clientele are identified as offenders, there are no accurate figures available to estimate how many CETA clients are actually offenders. This situation exists because many CETA clients do not identify themselves as offenders--that is having been arrested, out on parole, probation, etc. It is more likely that 30% to 40%, not 5% of CETA clients, are offenders. The stigma placed on "ex-offenders" by society prevents the offender from volunteering this kind of information at intake.

Therefore, the 5% rate of offender participation in CETA is probably much greater. If offenders comprise one-third of the work force as discussed in B above, the conclusion is that they already are in the CETA population, but are not identified.

The upshot is that, although we have reason to believe that upwards of 30% of CETA clients are already offenders, as defined by the Congress, most of those served are Group "A" offenders. Take away their criminal record -- they have the same general characteristics as other CETA participants. Moreover, they tend not to disclose their criminal records.

Strategy Prime sponsors who desire to meet the special needs of offenders may want to concentrate on Groups "B" and "C" by establishing program links with criminal justice agencies and by adopting a strategy to eliminate non job-related barriers to employment.

CHAPTER III - THE CRIMINAL JUSTICE SYSTEM

Chapter III provides a very brief introduction to the criminal justice system. An explanation of the systems within the system, the points at which CETA can effectively intervene and CETA's involvement with Criminal Justice will provide the reader with an understanding of the relationship between CETA and the criminal justice system.

Purpose of the criminal justice system

A. Introduction. A former American Bar Association project for the Department of Labor has stated that "the purpose of the criminal justice system is to deal with behavior that has been declared by law to be unacceptable with the society." The system is a complex one with various subsystems operating within the entire system. In addition, the criminal justice system and its agencies and agents work with CETA to establish an offender employment and training system.

The "non-system"

The criminal justice system could almost be described as a "non-system" for, realistically, the operations within the system often have competing interests. Police and prosecutors may disagree on whether or not to file criminal charges against a person the police have just arrested. Prosecutors and defense counsel frequently view criminal cases in different lights, both of which may come in conflict with the judiciary's interest. There are those who feel that the corrections department's dual goals of custody or punishment and rehabilitation are contradictory. Agencies and organizations within the system compete for limited funding of criminal justice programs.

As with any large organization, there may be a duplication of effort or a lack of coordination. For example, a bail agency, diversion program, public defender, social worker, probation, pre-sentence report unit and corrections classification unit may all perform separate intake "work-ups" on the same client.

B. The Systems Within the Criminal Justice System. There are Federal, state, and local levels of operation within the criminal justice system. Procedures, terminology and interpretations vary from jurisdiction to jurisdiction. In fact, the best way to learn about a local criminal justice system is to talk to the participants--both agency personnel and offenders.

Four major units

The criminal justice system, whether discussing Federal, state, or local operations, can be divided into four major units:

- police
- prosecution and defense
- courts
- corrections

Functions

Each of the four units has specific functions or specific personnel which interact on the total system. Briefly, the functions are:

• police	make decisions concerning arrest, handle initial charging and follow-up investigation
• prosecution and defense	represents the people by both prosecuting and defending individuals accused of committing a crime
• courts	determines whether sufficient evidence exists to permit conviction; also establishes punishment using guidelines formed by the legislature

• corrections	the criminal justice unit most closely associated with CETA offender programs; includes both those agencies which manage jails and prisons and those agencies that operate conventional alternatives to incarceration, such as probation, institutional confinement, halfway houses and work release centers, and parole. (Non-criminal disposition or diversion actions prior to trial or conviction may also be considered correctional alternatives, since they commonly provide services to offenders.)

Employment and training programs

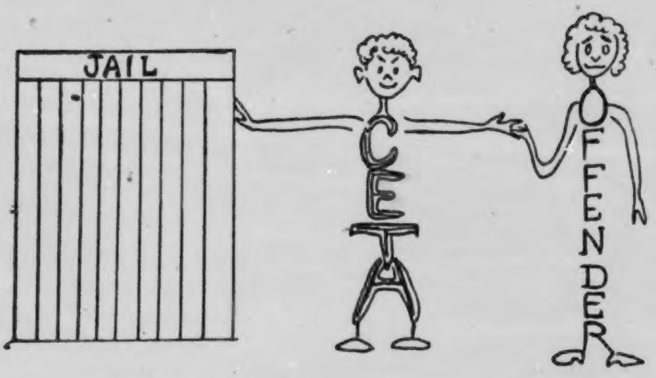
C. Working with Criminal Justice. At many points in the criminal justice system, there are key programs that link employment and training activities to return the offender to society either in lieu of incarceration or following incarceration. These elements include:

- supervised pre-trial release
- probation
- halfway houses and work release centers
- parole
- diversion

The final section of this chapter will discuss these program elements as they relate to CETA and as possible points of intervention for CETA offender programs.

What happens to arrestees

It should be noted that of all those who are arrested, 60 percent are never convicted. Most of those arrested are either out on bail, released on their own recognizance, or are released under supervision without bail. Some are put in jail for from one day to six months. Eventually, however, they are released, even if they are convicted. The important point to keep in mind here is that the majority of those arrested could be approached during this pre-trial phase of their involvement with the criminal justice system. Those programs which operate in this pre-trial stage appear to be more effective than those which operate in the post-trial stage of criminal justice because of the higher level of offender motivation and the immediacy of reward by the criminal justice system due to program success.



Diversions

One of the most recent programs within the criminal justice system is the noncriminal disposition or diversion program. This program benefits those for whom prosecution, confinement, or probation would contribute to additional problems. If the defendant is fortunate enough to be in a jurisdiction which has diversion programs and meets the eligibility requirements (which vary from jurisdiction to jurisdiction), then he or she can escape the stigma of a conviction record. In the main, diversion (or pre-trial intervention as it is sometimes called) is similar to probation in that the offender receives support services and may also be supervised to ensure that the release conditions are observed. In jurisdictions where the fact of a conviction may be lawfully "expunged" (that is, as if it never occurred) upon successful completion of probation, the difference between diversion and probation is more psychological than real.

Probation

Of all the people convicted (this figure varies from city to city), more than half are placed on probation rather than being jailed. The sentencing court places certain conditions on the offender and allows the offender to return to the community. These conditions include a crime-free existence, regularly reporting to the probation officer, and reporting any changes in job or residence. Other conditions may be imposed depending on other circumstances. The probation officer makes recommendations for discharge or revocation of probation.

Halfway house

Limited supervision and a community-oriented facility as a step toward social reintegration is provided in the halfway house programs. Various kinds of job training may be provided at the halfway house, or the house may simply serve as a residence as an alternative midway between full incarceration and full release. Another type of program is the halfway house for the offender who must, for various reasons, be separated from his/her family, or who needs special counseling or assistance. A halfway house may be used as an alternative to both probation (halfway "in") and parole (halfway "out").

Parole

Parole services operate to permit offenders sentenced to incarceration to be conditionally released to the community under supervision prior to the completion of their sentence. The services are similar to the probation conditions in many jurisdictions; the parole supervisor may also be a probation officer. At the end of the parole period, if the parolee has satisfied all the conditions of the parole, he or she exits from the criminal justice system.

D. CETA's Involvement with the Criminal Justice System. In order to fully understand CETA's involvement with the criminal justice system, the diagram below shows the primary stages of the criminal justice system. This diagram will be discussed in terms of the criminal justice system operation with particular emphasis on those areas in which CETA can effectively intervene.

Decisions

Within the criminal justice system are various points where a decision regarding the offender must be made. It is at these decision points that CETA can effectively intervene with maximum benefit to CETA, criminal justice and the offender. A second chart, entitled "Criminal Justice and CETA Linkage," illustrates the criminal justice decision points and the CETA prime sponsor link-up activity. This chart does not provide for every possible situation or decision point, but it does illustrate several possible points of intervention.

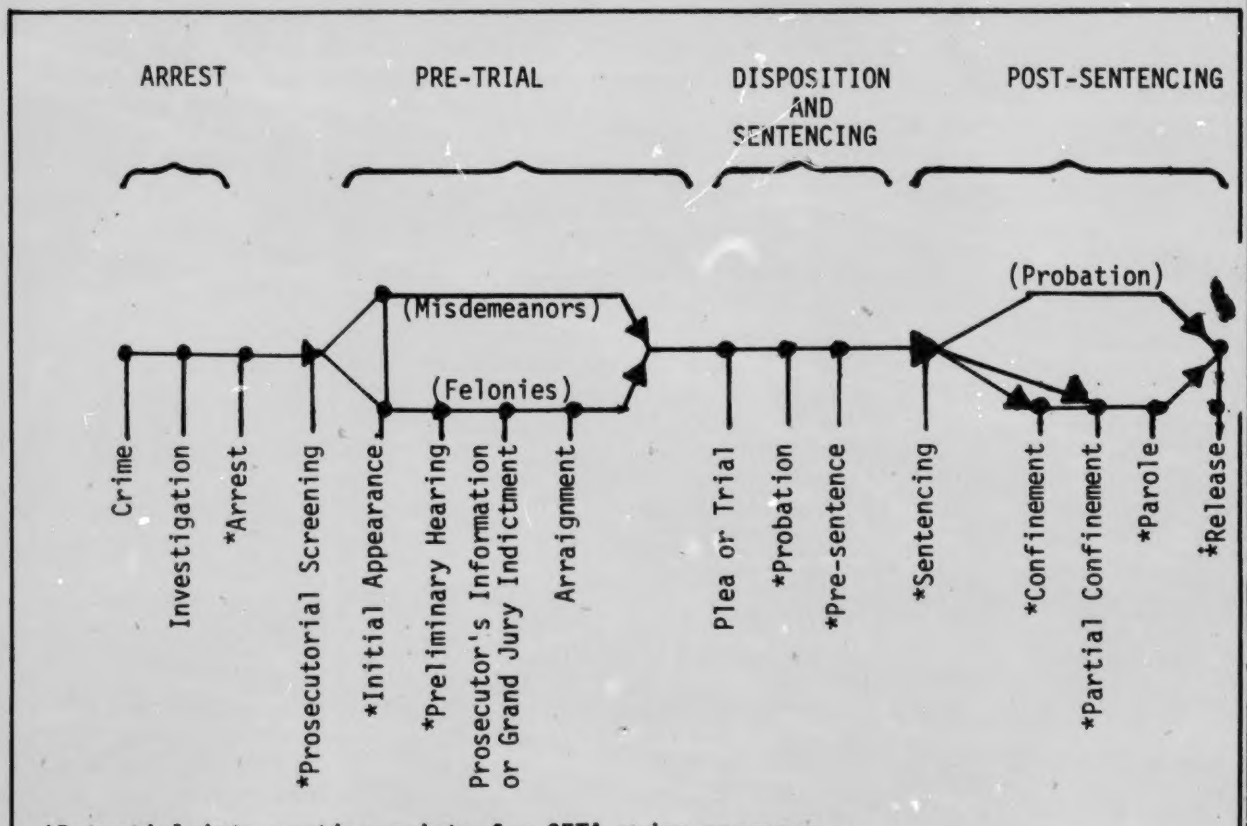
Early intervention

The point at which the CETA prime sponsor intervenes in the criminal justice system could make a vast difference in the success of the offender's re-entry into society. Obviously, the earlier CETA intervenes, the less association the offender will have with the criminal justice system. This early intervention could dramatically alter the future of the offender.

CETA prime sponsors can make a variety of options available to offenders by using imagination, creativity, and by providing training, counseling, and general employment programs.

Part II, Chapter V, of this guide will describe in more detail the various ways in which prime sponsors may establish programs for offenders. Assuming that the CETA prime sponsor will remain in close contact with the criminal justice system, we have provided a brief, but necessarily simplistic picture of the system.

THE PRIMARY STAGES OF THE CRIMINAL JUSTICE SYSTEM


ARREST
PRE-TRIAL
DISPOSITION AND SENTENCING
POST-SENTENCING
(Misdemeanors)
(Felonies)
(Probation)
Crime
Investigation
*Arrest
*Prosecutorial Screening
*Initial Appearance
*Preliminary Hearing
Prosecutor's Information or Grand Jury Indictment
Arraignment
Plea or Trial
*Probation
*Pre-sentence
*Sentencing
*Confinement
*Partial Confinement
*Parole
*Release

*Potential intervention points for CETA prime sponsors.

The activities which normally take place at these decision points are as follows:

Arrest Stage:

Arrest

- Arrest: Arrest is the taking into custody of an individual by an officer of the law, usually the police. The purpose of arrest without a warrant is to begin the formal proceedings that culminate in a court hearing. Not all arrests are prosecuted, however. Nationally, perhaps 20% to 30% of all arrests are dismissed by the police or the prosecution before a court appearance. A summons or citation can also initiate court proceedings, but under this procedure an individual is not taken into custody. Arrest pursuant to a warrant is based upon an order of the court which has found that probable cause exists to believe that a crime has been committed and the defendant committed that crime.

Prosecutorial Screening

- Prosecutorial Screening: In many jurisdictions, this phase follows arrest. During this stage, the prosecutor reviews the case with all persons involved and makes a decision as to whether or not formal charges should be filed. If formal charges are filed, the arrestee becomes a "defendant." It is at this stage that the decision is made regarding insufficient evidence, a reduction of the charges, or transfer of the arrestee to other alternatives, such as a CETA program.

Pre-trial Stage:

Initial appearance

- Initial Appearance: During an initial appearance, the judge or magistrate normally informs the defendant of the charges, appoints counsel if the defendant has no money for legal fees, and decides whether and on what conditions the defendant should remain free pending trial. At this point, there are various options for releasing a defendant. These options include bail, security bond, cash bond, release on recognizance (ROR), supervised release, third-party custody. (These terms are defined in Appendix C.1 of this TAG).

Preliminary hearing

- Preliminary Hearing: At this stage the court reviews the prosecution's evidence to determine if probable cause exists to continue court proceedings or not. A preliminary hearing is required under the United States Constitution if incarceration before trial is being considered by the court. State statutes may also require that a probable cause hearing be held in all felony and misdemeanor cases regardless when jail detention is at issue.

Disposition and Sentencing Stage:

Probation

- Probation: In broad terms, probation is very similar to parole (see parole under post-sentencing). The major difference is that probation involves supervised and conditional release into the community immediately after sentencing, while parole follows incarceration.

Pre-sentencing

- Pre-sentencing: This stage is an investigation stage during which the court may order an investigation into the background, criminal record, and social disabilities of the defendant. The results of the investigation assist the sentencing judge in determining the sentence to impose. Some pre-sentencing actions include Release on Recognizance (ROR), Supervised Release, and Bail.

Release on Recognizance (ROR)

- Release on Recognizance (ROR): Return of the defendant to the community without the posting of bail collateral following a promise to appear in court as required. The defendant must show sufficient "roots in the community" such as a job, family and permanent place of residence. In some jurisdictions a staff will interview detainees to determine their eligibility for ROR and recommend to the judge whether the accused should be released and under what conditions.

Supervised Release

- Supervised Release: Release of a defendant pending trial on promise to appear in court without bail and subject to court-imposed conditions. Conditions usually include the following: maintaining or seeking employment; reporting periodically to a supervisory authority; and/or remaining within the confines of the court's geographical jurisdiction. In addition, the defendant may be required to enroll in a specific rehabilitative program. Defendants violating these conditions may be required to post bond, or may be returned to jail.

Bail

- Bail: After arrest, the defendant appears before a judge who determines if the defendant may be released to await trial or should remain in jail. Bail is the most common method of granting release before trial, although other avenues do exist.

Sentencing

- Sentencing: The sentence imposed by judge involves one or more of the following alternatives: non-confinement, probation, post-plea diversion, partial confinement, confinement, work-study-training release. (These terms are defined in Appendix C.1 of this TAG).

Post-Sentencing Stage: Confinement, partial confinement, parole.

Confinement

- Confinement: Imprisonment in a jail, penitentiary, or other correctional institution for a specified length of time. Parole, credit for "good time" termination of sentence or pardon by the Governor's Pardon Board can shorten the length of confinement.

Partial Confinement

- Partial Confinement: This condition usually made available by statute permits the offender to be confined in prison during non-working hours. During working hours, the offender is released to pursue employment in the community.

Parole

- Parole: The decision to grant parole is usually made by a parole board. Parole involves release from prison prior to the expiration of one's sentence in order to serve out the remainder under supervision in the community. The decision is based on an assessment of the offender's ability to adjust to life in the community, as well as reports from those with whom the offender has been involved.

Release

- Release: This phase of post-sentencing imposes certain conditions to which the releasee must adhere. These conditions include reporting periodically to a specified person, cooperation with the parole officer, and following other conditions which are set before the release date.

CRIMINAL JUSTICE AND CETA LINKAGE

CRIMINAL JUSTICE DECISION POINTS			CETA LINK-UP AND CRIMINAL JUSTICE ACTION
DECISION	ACTOR	ADVISOR	
1. To arrest	police (arresting officer and command review)	complainant/ victim	1. An alternative to arrest; police follow up with agency. Police may also physically transport "non-arrestee". 2. "Outreach" agreement between police and CETA for future acceptance.
2. To charge formally	prosecutor grand jury	defense counsel police/victim	1. Alternative to charging. 2. Defendant agrees to stay out of trouble and enter service program for definite period (3 to 6 months). 3. Upon completion, no further charges.
3. To grant pretrial release	judge police-minor crimes only	bail agency prosecutor/police defense counsel	Persons not eligible to be released on promise to appear at trial, and not able to pay bail, are released under supervision and promise to enter service program or work.
4. Probable cause review - hold for trial	judge	non discretionary	NONE
5. Drop charges	prosecutor	defense counsel victim	In relatively minor crimes, defendant's ability to show work stability or entry into service program may influence prosecutor.
6. Diversion (defer charges and trial)	judge prosecutor	defense counsel victim	1. Alternative to charging. 2. Defendant agrees to stay out of trouble and enter service program for definite period (3 to 6 months). 3. Upon completion, no further charges.
7. Plea of guilty	defendant	prosecutor defense counsel	Defendant's ability to show successful work or training experience or the availability of such alternatives may persuade judge to sentence to probation, restitution or public service work.
8. Trial finding	jury judge without jury	non discretionary	NONE
9. Sentence	judge jury-in a few states	defense counsel probation prosecution	Defendant's ability to show successful work or training experience or the availability of such alternatives may persuade judge to sentence to probation, restitution or public service work.
10. Assignment to prison program	central classification prison (17 states) intra-prison classification by warden sentencing judge directive or veto	parole authority sentencing judge recommends	CETA may assist classification in establishing program needs, placement in program and establishment of work or training program. Defendant's ability to show successful work or training experience or the availability of such alternatives may persuade judge to sentence to probation, restitution or public service work.
11. Partial release to community	warden	work release or pre-release program staff	Defendant's ability to show successful work or training experience or the availability of such alternatives may persuade judge to sentence to probation, restitution or public service work.
12. Other Correctional Program Transfer	warden	program staff	Defendant's ability to show successful work or training experience or the availability of such alternatives may persuade judge to sentence to probation, restitution or public service work.
13. Parole	parole authority	corrections counsel prosecution or sentencing judge public	CETA may assist in linking parole decisions to correctional assignment and program decisions. CETA may assist inmate in preparing parole release plans for parole board approval.
14. Parole or probation revocation	judge, upon action of parole or probation authority asking for revocation	defense counsel	1. Offender participation in CETA work on training program may prevent violation of P/P rules requiring parolees to be employed. 2. Availability of work or training alternative may persuade judge to not revoke conditional release status.

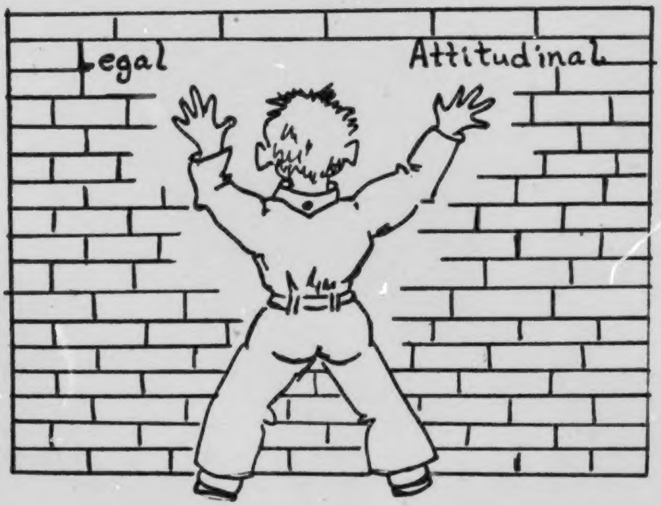
CHAPTER IV - BARRIERS TO EMPLOYMENT OF OFFENDERS

Chapter IV defines the two types of barriers faced by offenders - legal barriers and attitudinal barriers. Efforts to remove unnecessary legal barriers and the steps that can be taken to change the attitudes which cause additional barriers will be discussed.

A. Defining Barriers. An offender, depending on the specific past offense and the place he or she chooses to live, may be prohibited by law from voting, driving a car, or holding certain public or private jobs, because of a "record." This "record" is a barrier to employment of offenders.

Kinds of barriers

There are two kinds of barriers that the offender faces. One is a legal barrier; the other is an attitudinal barrier. The legal barrier is the most obvious obstacle hindering offender employment because it is established by legislatures, civil service commissions, and other hiring authorities. The legal barrier has governmental backing.



Direct legal barrier

The legal barrier can affect the offender directly and indirectly. The direct legal barrier is statutorily based and also includes legislation which is interpreted by regulation or practice to include offenders. The two major types of direct barriers are laws regulating public service employment and licensing laws.

On a national level, about 15 million individuals may be affected by public service employment laws while another 15 million are affected by licensing laws. The licensing laws include trade and business licenses. Thus, about 30 million of the 91 million national jobs are covered by statutory barriers. In addition to public service jobs, security regulations restrict the employment of offenders by Department of Defense contractors (1 million jobs) and the banking industry. Entry into the Armed Services is also dependent upon the absence of a felony conviction record.

Barriers created by statutes

An example of the barrier created by statutes is the wording on applications for employment. The phrases "moral turpitude," "good moral character," notorious conduct," frequently serve as the basis for excluding offenders from licensed and other jobs. In addition. the vagueness of these terms permits employers, both public and private, to fail to make distinctions among different kinds of offenses. This situation leads to discrimination toward all offenders regardless of the crime or the circumstances which surround the criminal action.

Indirect legal barriers

Indirect legal barriers are those that unintentionally act to limit offender employment. A statutory example of an indirect legal barrier is the driving license law which limits the opportunities of ex-offenders to drive. This would, for example, prohibit the offender from being a delivery person or a taxicab driver.

The attitudinal barrier is the obstacle which is derived from misconceptions, interpretations or misinterpretations, tradition, biases, folklore, and similar personal feelings. These barriers can act both directly or indirectly.

Direct attitudinal barriers

The direct attitudinal barriers are employer policies which discriminate against the offender simply because of his or her "record." These policies may be explicitly determined by managers and personnel heads or they may result from adoption or continuation of customary employment practices within a company or industry.

Indirect attitudinal barriers

The indirect attitudinal barrier works against the offender unintentionally. This barrier becomes apparent, for example, on an application form which questions the arrest or conviction history of the applicant. When the employment policy (or lack of policy) regarding employment of an offender is not explained to the applicant, he or she may be reluctant to reveal his or her prior "record." Indeed, the mere presence of such a question on an employment application form may act to deter an offender from even filling out the form or otherwise applying for a job. Therefore, regardless of intent or true policy, an employer who asks about criminal records without explaining how the information will be used creates a barrier.

A second indirect attitudinal barrier is the existence of a fidelity security bond as a requirement for employment. In some fields, such as the banking or insurance industry, the bonding requirement may be based on legal requirements which mandate that employees in fiduciary positions or otherwise having an opportunity to commit fraud or steal company property be bonded. In many cases, however, the insurance companies providing bonding may desire that all employees be bonded so that issues of proof of specific guilt can be avoided. Rather than asking the bonding company to include an offender in the coverage, employers simply refuse to hire the offender, whether or not the offender's status poses a potential problem.

The first step

The first step in dealing with the legal and attitudinal barriers might be a clarification of the terminology used by employers, legislators, civil service commissions, and other hiring authorities. The practice, as it now exists, weeds out offenders arbitrarily from job competion.

The law says.....

B. Removing Unnecessary Legal Barriers. With the exception of the laws of Hawaii and New York, it is not against the law for an employer to arbitrarily refuse to hire a person because of a criminal record. In these two states, however, legislation exists making it an unfair labor practice to refuse employment on the basis of a conviction record. In Massachusetts, employers may not refuse to hire individuals who have been convicted of certain misdemeanors.

While there are few specific laws prohibiting employment discrimination against offenders, other laws exist which the courts have interpreted as prohibiting employment discrimination because of a "record." The laws interpreted include public service employment and licensing laws and laws regarding race.

Public service employment and licensing laws

The public service employment and licensing laws are subject to Federal and state consitutional limitations. In a leading case, Carter v. Gallagher, the U.S. Eighth Circuit Court of Appeals ruled that due process prohibited a refusal of employment as a fire fighter on the basis of a conviction record that was not related to the demands of the job.

By statute and by order of the governor, about 20 states have adopted a rule which states that in order for an offender to be denied a license employment in a specific public service or licensed, the offense must be related to the requirements of the position in question.

Racial barriers

The laws which prohibit employment discrimination based upon race affect both private and public employment practices. This is particularly relevant to barriers against offenders because blacks are disproportionately represented in the offender population.

Interpretation of Title VII

Title VII of the Civil Rights Act of 1964 has been interpreted by the courts and the U.S. Equal Employment Opportunity Commission to protect black offenders from barrier employment practices. In the leading case of Gregory v. Litton, the 9th Circuit Court of Appeals ruled that the use of arrest records to deny employment by a private employer violated Title VII. Several other Federal and state courts and state human rights and civil rights commissions have followed the 9th Circuit's lead.

General practices

In summary, in public agencies, at least one Federal court of appeals has held that an offender's past conviction record is relevant only in so far as it touches on the applicant's suitability for the job for which he or she is applying.

In the private sector, using arrest records as a screeing devise for employment is unlawful if, and only if, it can be shown to have a racially discriminitory effect.

C. Efforts to Remove Attitudinal Barriers. Besides litigation and legislation, other methods exist for remedying the attitudinal problem which creates artificial barriers to offender employment.

The Federal Bonding Program

One such program is the Federal Bonding Program. Established by the Department of Labor and administered by the state employment service, the Federal Bonding Program provides fidelity bonding to qualified job applicants who could not otherwise obtain bonding due to criminal records. The availability of Federal bonding is also important as an argument to convince employers that offenders are not an employment risk. That is, the Federal government is willing to back up it's rhetoric urging the hiring of offenders with action--paying for the bond. The default rate for offenders bonded through the program has been less than two percent since its inception in the 1960's. Reviewing and changing laws and policies may have little if any effect unless hiring applications are modified and attitudes are changed.

Employer Attitude Change Program

A concentrated effort to change attitudes exists in the Employer Attitude Change Program under a Department of Labor contract. Under this contract, the National Allicance of Businessmen work to encourage employers to hire the disadvantaged. (They include the offender in this category.) Thousands of major firms participate in NAB's "JOBS" program through 132 local "metro" offices. NAB has sponsored governor's conferences, seminars, and pledge campaigns for hiring offenders. An array of advertising materials is available to prime sponsors through NAB.

Organized Labor Programs

The Organized Labor Programs work to increase the participation of the disadvantaged in union apprenticeship programs. This is a joint effort of the national Department of Labor and the Human Resource Development Institute (HRDI) of the AFL-CIO. HRDI also provides assistance to central labor bodies which sponsor their own education and training programs, often with prime sponsor funding. As of FY'77, about 10% of the HRDI effort is allocated to offender programs.

The American Bar Association, Jaycees, National Council on Crime and Delinquency, Community Services Division of the AFL-CIO, American Correctional Association and local affiliates of the National Urban League, the National Alliance for the Advancement of Colored People, and the U.S Chamber of Commerce are all working to overcome barriers to offender employment.

Job screening process

One of the most significant areas in which to initiate a change in employers' attitudes is the job screening process. The root of the attitudinal barrier against the offender is that no attempt is made to differentiate one offender from another. The offender is placed in a "class" and remains there indefinitely.

How can the job qualificiation screening process be structured to best reduce the artificial barriers to offender employment? In general two strategies can be pursued: (1) individualized consideration and (2) arrest or conviction relevancy.

Civil Service Commission efforts

The U.S. Civil Service Commission has responded to presidential mandates to eliminate barriers to offender employment by establishing an eight-point criteria to determine on a case-by-case basis, individual suitability for government employment. These eight points are:

- nature and seriousness of the offense
- circumstances under which it occured
- age of person when offense was committed
- the offense as an isolated or repeated violation
- social conditions which may have contributed to the offense
- any evidence of rehabilitation demonstrated by good conduct in prison or in the community, or both; counseling or psychiatric treatment received, acquisition of additional academic or vocational schooling, successful participation in correctional work-release programs
- the recommendation of persons who have or have had the applicant under supervision
- the kind of position for which the person is applying.

The offender is victimized by prejudice. The formal eight-point criteria of the Federal Civil Service Commission establishes a case-by-case procedural basis for treating offenders as individuals instead of as a category.

Other important actions by the Commission include the removal of inquiries about arrest on application forms, a note on the form that a conviction is not an automatic bar to employment, and the instructions that crimes adjudicated by a juvenile court are not to be reported.

Delays

The procedures adopted by the Commission are not entirely satisfactory, however. A Government Accounting Office report in 1975 criticized the Commission for failing to act swiftly on many "suitability" applications. Delays of six months between application and approval were common, with some applications taking a year to check. The Commission also contends the right to use arrest records as a basis for employment denial.

Looking at the job

A more effective method than the Civil Service Commission's case-by-case approach is for an employer to determine which of its employment positions require that persons with criminal tendencies be eliminated from consideration and what types of crimes should be considered relevant.

Two assumptions are basic to this approach. The first assumption is that not all jobs have requirements relative to past criminal offenses. Many blue collar jobs, for example, do not seem to require employees with a "crime-free past."

Jobs related to specific crimes

Secondly, not all crimes are important for job screening purposes. Obviously, crimes that suggest continued mental illness would disqualify the applicant for some types of positions. A case in point would be a rapist or one convicted of severe child abuse seeking a job requiring close contact with children. On the other hand, a conviction for possession of marijuana has been found by several courts to be irrelevant in determining an attorney's qualification to practice law. A conviction for drunk driving has been found by a Federal district court to be irrelevant to one's qualification for a Federal license to drive a truck in interstate commerce. (The incident occurred when the individual was driving his private car, not on business.)

The test for crime relevance is whether there is a direct relationship between the job duties and responsibilities and the crime for which the individual is or was convicted. Drug abusers would not be allowed to sell drugs in a pharmacy, be a nurse, or otherwise have access to drugs, for example.

Rehabilitation

After the job and crime relationship are examined, and it is determined that the specific crimes for which the individual was convicted are directly related, considerations of rehabilitation are a third step. The assumption for the third step is that no individual is forever barred from a job where evidence of rehabilitation exists. The Civil Service Commission criteria emphasize this point quite well, looking as they do at time since conviction, circumstances of conviction, and other evidence of rehabilitation.

Once efforts to remove the legal and attitudinal barriers are begun, the CETA prime sponsors and other agencies and organizations involved with offender programs can concentrate also on "how to" integrate offenders into existing programs or create new opportunities for offenders.

CHAPTER V - OPENING THE DOORS TO PRIME SPONSOR PROGRAMS

Chapter V begins Part II of the TAG, the "how to" section. This Chapter describes various program alternatives available to prime sponsors with respect to providing services to offenders. Discussions of funding sources for CETA; program components and the unique situations with which CETA prime sponsors are faced; and Federal and public and private resources are included. Examples of methodologies for implementing programs for offenders follow each program component. This Chapter concludes with a discussion on offender program staffing.

A. Introduction. Part I of this Guide has provided background information about offenders, the criminal justice system, and the problems of legal and attitudinal barriers to employment caused by criminal records.

Part II will provide information describing the various program alternatives that prime sponsors have with respect to services to offenders and some suggested methodologies for their implementation. In brief, these options may be classified as relating either to intake or to service activities.

Intake options

Intake options are:

- Outreach efforts to bring offenders under the criminal justice system into CETA
- Improved identification procedures to ensure that offenders participating in CETA programs are identified as such
- Systematic agreements between CJS agencies and CETA prime sponsors.

Service options

Service options are:

- Special service programs for offenders, both in conjunction with criminal justice agencies and as community parallel activities identical to the regular activities for clients
- Clearinghouse programs to coordinate CETA and non-CETA programs for offenders, including those providing supportive services

- Using Title II and VI public service jobs to support Title I service activities

- Working to remove barriers to offender employment opportunities through educating employers and involving private industry, organized labor and community groups in the effort.

The extent of involvement in offender programs will vary depending upon the needs of the community and the resources of the prime sponsor.

In almost every community there will be the need to educate employers and others about the employment problems of offenders. The cost of doing so is not great, and the benefits may be large indeed. Many of the specific ways in which this may be accomplished are discussed in Part I, Chapter IV, of this TAG.

Educating employers

The simplist way to educate employers is for the prime sponsor to inform employers of the legal requirements regarding the hiring of offenders. Written materials for this purpose are available from a variety of sources. When written materials are not available or adequate, reference might be made to the ruling of the U.S. Equal Employment Opportunity Commission, parallel state and local agencies, and the court opinions cited in Chapter IV of this TAG. The U.S. Department of Labor office responsible for Title III may also be able to assist prime sponsors by providing information on appropriate materials and resource persons.

Problems of Offenders
1.
2.

Every prime sponsor is urged to review its own employment policies affecting offenders. Unless the prime sponsor's employment practices are above reproach, efforts to encourage other employers to hire offenders will be met with justifiable cynicism. Moreover, prime sponsors receiving funds under Title II of the CETA legislation are required to make such reviews, as specified in Section 205(c)(18), (21) of the Act.

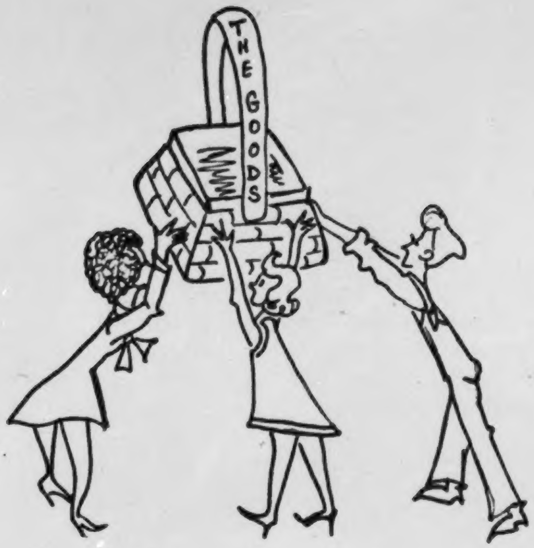
CETA and private industry

The major concern of prime sponsors is to increase the employability of its clients. This concern must extend to increasing the willingness of employers to the disadvantaged by encouraging job restructuring and supervisor training. Offender employability success requires CETA to work with employers as well as clients in order to reduce barriers and change attitudes.

Opportunities to be creative

Working with offenders affords significant opportunities to CETA for innovative programs involving joint ventures with employers and criminal justice. At present such opportunities exist primarily with respect to state correctional programs in institutional settings. For example, almost every state has a prison industries program which produces goods and services for the use of the correctional system itself and other agencies of government. In some states, such as Minnesota and Massachusetts, prison industries may compete on the open market with private industry. In Illinois, the prison industry sells its goods to non-profit organizations. Experimental programs paying minimum or prevailing wages to offenders in prison industry are underway in a few states. If successful, these programs could dramatically increase the involvement of private industry in offender programs.

At present few programs involving private industry exist in the larger community. Those few that do exist are directed toward helping parolees from state prisons. In some cases, these programs combine institutional training with job placement by the employer providing training. Among the various examples of this type of program are those sponsored by several banks in New York City and auto-repair training sponsored by automobile manufacturers. Their existence demonstrates, however, the feasibility of community programs for other offenders, as well.



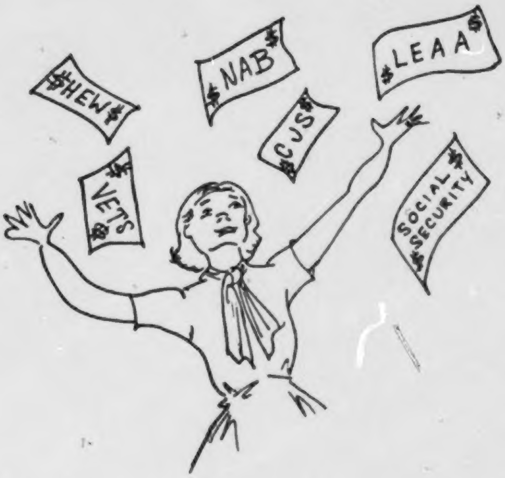
Other service groups

There are many other groups involved in offender services across the United States. Among these are the Human Resource Development Institute of the AFL-CIO, the National Alliance of Businessmen, both under contracts with the Department of Labor, Chapters of the National Urban League, National Urban Coalition, National Association for the Advancement of Colored People, Community Action Program (CAPs) funded by the Community Service Administration, correctional education activities from remedial levels to high school degrees through college, and numerous others. These will be discussed later on in this chapter under supplemental resources.

Introduction

B. Funding Sources. Under CETA legislation, there are various sources of funding for offender programs. There are also other sources available to CETA prime sponsors. These include the Law Enforcement Assistance Administration, the Office of Education in the Department of Health, Education and Welfare, and the criminal justice system itself. The Veterans Administration and the Social Security Administration also have funds or programs which provide opportunities to offenders.

Prime sponsors may use the funds from Titles I, II, and VI of CETA or may supplement their normal funding from the sources shown above. (A more detailed discussion is presented later on in this section.)



Sources for prime sponsor funding

Title I. CETA, Section 101 states that, "It is the purpose of this Title (CETA Title I) to provide comprehensive manpower services throughout the Nation." Section 101 clarifies that "Comprehensive manpower services may include ...any programs authorized by Part A of Title III ...of this Act."

Section 102(a) empowers the Secretary of Labor to make financial assistance available to a prime sponsor for the purpose of carrying out all or a substantial part of a comprehensive education and training program.

Title I

Section 103 of the Act provides 4% of Title I to the Governor to carry out special state education and training services as described in Section 106(d). This includes services by the State Employment Services and other State agencies responsible for employment and training and related services such as:

- Financial assistance for special programs to meet the needs of rural areas outside major labor market areas

- The development and publication of special studies and data relating to economic, industrial, labor market conditions

- Technical assistance upon the request of any prime sponsor to develop and implement programs under CETA.

Title I Section 106(c)

Section 106(c)(5) authorizes use of state education and training service funds to provide "special model training and employment programs and related services, including programs for offenders ...." Therefore, prime sponsors may apply for grants from the funds provided to a governor under Section 103.

A survey conducted to provide the DOL national office with detailed information on the utilization of CETA Title I, Special Grants to Governors, indicates that a remarkably high percentage of total funding is allocated for the purpose of operating programs for offenders on a quasi-permanent basis, and to the exclusion of the other purposes mentioned under CETA, Section 106.

Funds provided to the Governor

Section 103(c) reserves 5% of Title I funds for grants under Section 112(c). These grants provide needed vocational education in areas served by prime sponsors. In addition, funds provided to the Governor of each state may be used by the State Vocational Education Board or its equivalent in developing contracts for training and services with prime sponsors within the state. If there is no vocational education board in the state, the services of an agency having the same functions may be employed. Services provided under local agreements may include educational programs for offenders, institutional training, and supportive services.

5% "pass-through"

The five percent "pass-through" arrangements require coordinating the activities of the state prime sponsor, the state vocational education agency, local prime sponsor and their planning councils, local training institutions, and, in some instances, the State Manpower Services Council. The use of the 5% funds for offenders must be derived both from careful planning at the administrative levels and representation from appropriate correction officials in planning bodies.

The use of state education and training funds to provide for special model training programs and related services for offenders is also specified in Title I, Section 106(c)(5).

Title IV
Job
Corps

Title IV, establishing the Job Corps, anticipates the inclusion of offenders by providing for consultation with "court, probation, parole, law enforcement officials," among others, in the screening and selection of Job Corps applicants; and by providing special screening procedures for youth with "behavior records," including "delinquent acts." Job Corps does indeed recruit many youths who have records of arrest and penal confinement. Prime sponsors can "buy" slots in Job Corps centers by agreement to ensure service to local youth.

Title II

Title II. The public employment provisions of CETA call for similar priorities in hiring for public service jobs. This provides a basic assurance that offenders will be placed in such jobs. Applications for financial assistance for public service employment programs under Title II of CETA must provide for the following:

- Special consideration to unemployed persons who are the most severely disadvantaged in terms of the length of time they have been unemployed and their prospects for finding employment (Section 205(c)(7)).
- Assurances that applicants for funding of public employment programs have made efforts "toward removing artificial barriers to public employment." (Section 205(c)(18), and that the program will ..."contribute to the removal of artificial barriers to employment and occupational advancement ..." (Section 205(c)(21)).

Title VI

Title VI of CETA incorporates these requirements by reference to Title II eligibility requirements (Section 602(b)). Since offenders are often among the most severely disadvantaged in obtaining employment, they are often out of work for long periods of time and are subject to artificial barriers to their employment. Their eligibility for employment in public service jobs under CETA is clearly indicated by the Act. Inmates eligible for, but not participating in, work release are considered by DOL as umployed and looking for work.

A CETA participant cannot be transferred immediately from a Title I program into a public service job under Titles II or VI because a 15-week period (Title II) or a 30-day period (Title VI of unemployment is required for eligibility for public service jobs. This gap in income may be very important to an ex-inmate who needs a steady income during his/her initial months out of confinement. In such cases, referral to a public service job first can then be followed by an immediate transfer to a Title I program. Such a procedure often matches the practical situation, since Title I training groups may form only periodically, while public service jobs may be available immediately.

Chapter II of this TAG spelled out the responsibilities that CETA prime sponsors have with respect to offenders. The competing demands of other eligible groups within the prime sponsor's community and the CETA funding limitations make it difficult for all CETA prime sponsors to meet all the needs of every group simultaneously. A pooling of CETA funds with those of other agencies may improve the opportunities for all eligible groups.

LEAA funding

The U.S. Department of Justice, through the Law Enforcement Assistance Administration, has provided funding and established organizational mechanisms for the improvement of the criminal justice system throughout the United States. These organizations at the state and local levels, as well as the funds available from LEAA through them, are important resources for prime sponsors in developing offender programs. Often joint programs with joint funding can be developed. Further, all offender programs developed by prime sponsors need to be related to those developed by the criminal justice system in the locality and state.

The LEAA system for funding state and local projects for the improvement of the criminal justice system is not unlike that developed by the U.S. Department of Labor for employment and training programs. The Justice Department has established regional offices serving the same states as the DOL regional offices. These regional Law Enforcement offices review comprehensive state plans for approval, submit them to Washington for final review, and transmit approved LEAA State grants to the states in their region. At the time of the writing of this TAG, the Department of Justice is reviewing the goals and structure of LEAA. They have recently abolished the Regional Offices but have left the way open for a reorganization of the Regional Offices into a new structure.

State planning agencies (SPA)

All states have established State Planning Agencies (SPAs). These are known as "Criminal Justice Planning Units" or "Criminal Justice Coordinating Councils." These SPAs develop comprehensive state plans for approval by their Supervisory Boards, disburse LEAA block grants to local and regional planning units within the state, and fund categorical projects at the State level.

Each SPA answers to a Supervisory Board. That Board approves the annual Comprehensive State Criminal Justice Plan. This overall plan is made up of plans submitted by intra-state criminal justice planning units, commonly called Regional Planning Units (RPUs) (usually city-county) or Administrative Planning Districts (multi-jurisdictional encompassing more than one county). These comprehensive annual plans cover such subjects as police activities, corrections, organized crime control, juvenile justice, courts, development and training and crime prevention.

LEAA Part "C" and Part "E" block grants

The LEAA funds are of two main types. LEAA Part "C" block grants are usually distributed to the local planning units. LEAA Part "E" funds by law are split 50/50 between the LEAA national office and the states. This state share of Part "E" money can be used to fund specific projects approved by the SPAs' Supervisory Board in the Annual Plan. These projects may be joint projects with CETA prime sponsors or other organizations. For example, a state SPA may use some of its LEAA Part "E" block grant money to purchase CETA training services for offenders. Such an arrangement could be negotiated between the SPA and the State Manpower Services Council. The approval of both parties and the inclusion in the Annual plan of the SPA would be necessary for LEAA Regional and National Office acceptance. State Manpower Service Councils also can transfer all or part of their CETA Title I 4% Governor's discretionary money to approved SPA criminal justice projects.

CETA prime sponsor territory

The geographic territory covered by a CETA prime sponsor usually does not correspond with the territory encompassed by a local criminal justice planning unit under LEAA. Sometimes, several CETA prime sponsors fall within the territory of a criminal justice planning unit. This territorial disfiguration complicates,but does not rule out,local linkages and joint projects. However, the territorial imperatives must be carefully spelled out in any agreement for CETA prime sponsors to provide training services for ciminal justice clients, or vice versa.

Many of the programs established with LEAA funds are training or employment programs similar to those provided by CETA prime sponsors. Accordingly, when a CETA prime sponsor is contemplating specific offender programs or expanded services to offenders, it should check carefully with all criminal justice planning units which have jurisdiction in its geographic area. In this way the possibility of duplication can be minimized, and the opportunities for joint or complementary projects can be enhanced. Effective relationships with such criminal justice planning units is essential to CETA relationships with the criminal justice system. These relationships can be used for mutual technical assistance and understanding, whether or not joint funding of programs is accomplished.

Other Federal funding

In addition to the funds allocated through Titles I, II and VI, there are other sources of funds for offender programs. These funds come from the Justice Department (in addition to LEAA funding previously discussed), the Department of Health, Education and Welfare, through the Office of Education, the Social Security Administration (Title XX), and Rehabilitation Services. These agencies support numerous projects for the rehabilitation, training, or education of offenders in conjunction with their larger programs for the disadvantaged, or as separate projects.

Revenue sharing

The general revenue sharing funds distributed by the U.S. Treasury Department are potentially available to fund employment and training programs. These funds, which are distributed annually to all types of governmental jurisdictions, can be used by those jurisdictions for any purpose not forbidden by law. In other words, any jurisdiction can use its revenue sharing receipts for any employment or training program authorized by CETA. The only restrictions are:

- Compliance with the Davis-Bacon Act which requires payment of "prevailing wages" to employees of contractors
- Compliance with the EEOC guidelines for non-discrimination with regard to sex, race, national origin, age or handicap in all uses of the revenue sharing funds
- Public participation in developing the planned use of revenue funds through opportunity to comment on planned use, at least in one public hearing.

The Office of Revenue Sharing, U.S. Treasury Department, distributes revenue sharing funds at the beginning of each Federal fiscal year (now Oct. 1 of each year) in accordance with formulae established in the State and Local Fiscal Assistance Act of 1972 (Public Law 92-512), as amended by the State and Local Fiscal Assistance Act of 1976 (Public Law 94-488). The Act currently provides that a total of $6,850,000,000 be distributed to state and local jurisdictions each fiscal year.

The Veteran's Administration

The Veteran's Administration recognizes that a growing proportion of veterans have offenses recorded in their military records or have been offenders in civilian life. Because of the increasing number of offenders under the V.A., this administration is developing programs for assistance to such veterans. The Department of Defense is engaged in a massive project of upgrading of military discharges, to enhance the employment opportunities of veterans. While neither the V.A. or the Department of Defense provides funds for the operation of local training or employment programs, their local offices and representatives may be excellent resources who are willing to cooperate in offender programs. Pooling of V.A. benefits among offenders may be possible in a "voucher" system of paying for training or setting up new programs.

Private institutions

Many private profit and non-profit organizations have developed programs for assistance to ex-offenders. Among them are business and industrial organizations, labor unions, non-profit institutions of a charitable or religious nature, and public interest groups of minority citizens.

Some of these, such as the National Alliance of Businessmen, have been provided Federal funding under CETA and otherwise. Often, the best use of Federal funds can be achieved by combining such funds with those raised locally from private sources. CETA prime sponsors should be aware of all these private efforts in their areas, coordinate their planning of offender programs with them, consider arrangements for joint funding, and look for ways to promote additional local funding of programs.

An expanded discussion of these organizations can be found in Chapter V, Part C of this TAG, Supplemental Resources.

Money versus no money

CETA prime sponsors may find themselves in a wide variety of funding situations. There are, however, various activities that CETA prime sponsors can engage in to enhance or implement a program. The creativity of the prime sponsor can best fashion techniques and systems that are suited to its individual jurisdictions, situations, and needs. The demographic, social, and legal realities will also dictate to these needs.

Some suggested activities are:

Corrections desk

a. Establishment of a corrections desk at the State level with representation at the advisory council; additional staffing for administrative necessities; consultant and other services that aid strategic planning for offender programs; liaison with appropriate Federal agencies, i.e. DOL, HEW, LEAA, Commerce, HUD, Interior, Defense as well as non-profit, industrial and commercial agencies which can provide a valuable service.(Title I - Governor's 4% fund can assist in this effort.)

Pre-trial planning

b. Pre-trial planning on the state and local levels, such as establishment and/or staffing of a youth service bureau; career planning, identification of needs of accused, supervision, assessment of the charge in terms of accused's employability or readiness for training, evaluation of the charge in view of the accused's efforts and on that basis, a recommendation for dropping the charge or diminution of it. (Titles II and VI are additional sources of funds.)

Pre-trial or post-conviction assistance

c. Pre-trial or post-conviction assistance to the offender prior to sentencing in the form of Defense Services ombudsmen to help offender find employment which may have some impact on the Judge's sentence; or to aid those who are judged innocent who will nevertheless benefit from CETA services. (In Omaha, the local labor union council performs this function and renders technical assistance at bail hearings.) (Title II and VI for funding.)

Improvement of prison education

d. Improvement of prison programs of education and vocational training by assignment of personnel to set up linkages with private industry, unions and public interest groups. (Titles II and VI for support.)

"Hands on"

e. Establishment of "hands-on" vocational diagnostic services including evaluation of skills for offenders in custody, acquisition of suitable materials. (Titles I, II and VI funding.)

Diagnostic learning

f. Establishment of diagnostic learning disability centers through HEW within correctional institutions and public service employment of staff --- CETA. (Titles II and VI for assistance.)

Clearinghouses

g. Provision of job clearinghouses for offenders on the local levels coordinating activities of employment security agencies, non-profit industrial and commercial establishment; coordination of special counselors in correction institutions and CETA job developers and local training and employment offices. (Titles I, II can assist.)

Job readiness

h. Pre-release job readiness training to assist the offender in becoming familiar with the requirements of the world of work and job hunting.

Placement support

i. Pre- and post-placement support services to the employer and offender.

The purpose of CETA

C. "How To" Serve Offenders in CETA Prime Sponsor Programs. The Comprehensive Employment and Training Act of 1973 (CETA) brought under one umbrella many programs designed to help the unemployed. CETA provides for a decentralized, flexible system of Federal, state and local employment and training programs. As stated in the legislation, the purpose of the Act was (1) to provide training and employment opportunities for the economically disadvantaged, the unemployed and underemployed persons to ensure that training and other services lead to maximum employment opportunities and (2) to enhance self-sufficiency of the participants.

The approaches set forth within this chapter reflect this intent and are compatible with the goals of other agencies charged with giving assistance to offenders and ex-offenders.

The "offender" versus other CETA participants

The profile of the typical offender is similar to that of the CETA applicant except for the fact that the offender has "brushed" with the criminal justice system. Many offenders are already walk-ins at CETA facilities. These offenders have moved out of the criminal justice system and their criminal records are not known to those administering prime sponsor services. A large proportion of these offenders require the same kind of help needed by other special target groups in CETA programs.

CETA prime sponsors have already done extensive planning for employment and training of various "special" target populations and are conversant with the problems these groups face. Therefore, the discussion of CETA program components and their application to offenders addresses the situations and needs that arise solely from the participant's status as an offender.

The services provided for offenders in many CETA program components often will be the same as those provided to other participants. Each of these components presents unique challenges and problems when the CETA prime sponsor is dealing with the offender. Needs and characteristics vary with the type of offenders and the specific program elements.

This section of Chapter V contains a variety of materials. Some of the materials are presented in tabular or chart form; others are presented in a narrative form. A brief description of the individual presentations follows. A more detailed description precedes the actual presentation.

CETA *services for all offenders*

The first presentation is a tabular display entitled, Summary of CETA Services to Offenders. The categories of offenders are based on DOL offender groups as presented in Chapter II of this TAG.

Program components

The second presentation is a discussion of a program components and services to offenders in Group "C"--offenders currently under the criminal justice system--in both tabular and narrative form. The components being discussed are as follows:

- recruitment, screening, and assessment
- intake and orientation
- supportive services, including counseling
- training and education
- jobs - development, placement & follow-up
- combined training, support and placement examples and programs

Tabular display and narrative presentation

Each program component is presented first in tabular form and then in narrative form. The tabular display illustrates situations especially unique to the offender, the potential CETA activity, and the supplemental resources which a CETA prime sponsor can use to enhance the program. The narrative presentation explains the program component in more detail, and offers various program examples which illustrate how a CETA service might be presented to a client.

Supplemental resources

A listing of supplemental resources available to enhance the services provided to offenders follows the discussion on program components. This presentation recognizes those Federal agencies which, by mandate or regulation, provide services to offenders and ex-offenders. Public, private, religious, profit and non-profit agencies and organizations also have services available to offenders. These groups are also listed.

Program staffing

The final presentation in this section is a discussion on program staffing.

C.1. Summary of CETA Services to Offenders. The Department of Labor has proposed a typology of offenders with regard to employment and training assistance. This typology consists of three categories of offenders:

Record incidental

Group A - offenders who have so many other problems that their criminal record is only incidental to the total picture. Members of this group may have social or economic disadvantages, antisocial personalities, or a deprived or disadvantated background. In addition, they also have a record but they are not currently under the perview of the criminal justice system.

Marketable skills

Group B - offenders who have marketable skills. Their offender records become the primary barrier to employment and for this group overcoming the barrier is of prime importance. They are not currently under the criminal justice system.

Under CJS

Group C- offenders who are currently in custody or under supervision by criminal justice. Precisely because this group of offenders is under the supervision of corrections or other criminal justice agencies, prime sponsors can most easily develop programs or service-access for Group C offenders. Most of this TAG addresses the Group C offender and discusses those services that can be provided to them. Group C offenders may be divided into three sub-groups:

(1) those incarcerated or confined - this includes offenders who are in prison or jail

(2) those partially confined - this includes those on partial work-release programs, or offenders under minimal supervision, such as those who return to an institution or half-way house at night or weekends

(3) those not confined - this includes pre-release, out-on-bail, probation, parole or released on recognizance.

The presentation on the following pages provides a summary of additional CETA services to offenders. The services discussed are those which may be provided in addition to the regular services available to all CETA clients.

SUMMARY OF CETA SERVICES TO OFFENDERS

<table>
<tr><th>Offender Groups
CETA Program Elements</th><th>GROUP A
Offenders with only Incidental Skills (not under CJS)</th><th>GROUP B
Offenders with Marketable Skills (not under CJS)</th><th>GROUP C *
Offenders Under CJS Supervision</th></tr>
<tr><td rowspan="2">Recruitment Screening, Assessment and Intake</td><td>No Special Services, however, prime sponsors should attempt skillfully to ascertain offender status to avoid errors in referral to occupations and jobs.</td><td>Be sure to cover all skills since some occupations are barred.</td><td>Must be done in close cooperation with CJS. Probably requires outreach services in institutions.</td></tr>
<tr><td colspan="3">Screen all offenders for serious drug, mental or other health problems or "career" criminal records, and refer to other programs for parallel services.</td></tr>
<tr><td rowspan="3">Orientation</td><td></td><td>If skill is in barred occupation, orient to substitute occupations.</td><td></td></tr>
<tr><td colspan="3">Orient all (or suspected) offenders to barriers to employment in certain occupations, such as licensing and refer only to non-barred occupations unless barriers can be waived.</td></tr>
<tr><td colspan="3">Orient offender participants especially to the limitations of the CETA program while maintaining motivation to succeed.</td></tr>
<tr><td>Supportive Services</td><td>(If criminal charges are lodged while in program - treat as Group C.)</td><td>Counseling, if acceptance of barrier becomes a problem.</td><td>Full Range of supportive services often needed. (See Section V.2(c) in this chapter.</td></tr>
</table>

(con't)

*Details on services in this group are included in discussion on program components.

SUMMARY OF CETA SERVICES TO OFFENDERS

Offender Groups / CETA Program Elements	**GROUP A** Offenders with only Incidental Skills (not under CJS)	**GROUP B** Offenders with Marketable Skills (not under CJS)	**GROUP C** * Offenders Under CJS Supervision
Supportive Services (Continued)	No offender services solely because of record. However, record may indicate need for special services (i.e., drug, etc.).		If just out of jail, usually needs financial assistance. All efforts must be coordinated with CJS officials. CJS records may be available to aid diagnosis and referrals. Services should be offered at key access points to CJS, to encourage diversion, work release, etc.
Training and Education	No offender services. It is assumed that these people receive regular CETA services.	May need counseling to be motivated to learn. Substitute skill if barriers cannot be removed.	Usually needs motivation and build-up of feeling of self-worth. Needs emphasis on world of work and job readiness since not experienced and may be provided CETA training while on work release. Also CETA/CJS may collaborate on training while still incarcerated.

(con't)

*Details on services in this group are included in discussion on program components.

SUMMARY OF CETA SERVICES TO OFFENDERS

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Offenders with only Incidental Skills (not under CJS)</th><th>GROUP B
Offenders with Marketable Skills (not under CJS)</th><th>GROUP C *
Offenders Under CJS Supervision</th></tr>
<tr><td rowspan="2">Placement
Follow-up
Job Development</td><td>CETA prime sponsor staff needs to know of offenses in order to counsel properly and refer to open jobs and occupations. Special effort may be needed to obtain information from participant.</td><td>Success in barred occupation may be cited as predicting success in substitute occupation.</td><td>Job development efforts may need to start much in advance of release from confinement.</td></tr>
<tr><td colspan="3">Job development efforts must be concentrated on those jobs and occupations open to offenders, while efforts to open others continue.</td></tr>
<tr><td>Employer Relations</td><td colspan="3">Employers must be motivated to reduce or eliminate artificial barriers through participation in design, operation and assessment of program, and through assurance of expert counseling and follow-up after placement of ex-offenders.</td></tr>
<tr><td>Feed-Back and Follow-up Systems</td><td>No offender services unless special problems such as nervous employer or co-workers.</td><td></td><td>Prime sponsor and CJS should collaborate on follow-up and feed-back systems.</td></tr>
</table>

*Details on services in this group are included in discussion on program components.

(con't)

SUMMARY OF CETA SERVICES TO OFFENDERS

Offender Groups / CETA Program Elements	GROUP A Offenders with only Incidental Skills (not under CJS)	GROUP B Offenders with Marketable Skills (not under CJS)	GROUP C * Offenders Under CJS Supervision
Feed-Back and Follow-up Systems (Continued)	Employers must be assured of adequate follow-up		Comprehensive systems to check progress and behavior and to refer to special services as needed
Public Employment	May be best assigned to jobs with training support feature.	May be placed directly into full-time work if occupation not barred.	If placed in public employment, adequate support or supervision from CJS or CETA/PS must usually be provided.

*Details on services in this group are included in discussion on program components.

C.2(a) RECRUITMENT, SCREENING, AND ASSESSMENT

PROBLEM OR SITUATION	ACTION	SUGGESTED RESOURCES
1. Offender does not identify self as such.	1. Make special but tactful efforts to ascertain offender status. Inform applicant that status as ex-offender will not prevent his or her being served by prime sponsor program. Status must be known if applicant is to be referred to proper training and is to avoid possible loss of job later when criminal record is discovered. If you think applicant might be an offender, use a special question list and cross-check with CJS personnel and records.	1. CJS records, direct contact with probation and parole officers (P.O.'s), half-way houses, CJS institutions.
2. Ex-offender reports CJS involvement but is not sure whether convicted.	2. Ask questions about circumstances of case and ascertain what CJS office or court was involved. If record cannot be completed, so indicate on client record.	2. CJS records, parole officer, courts, etc.
3. Applicant has record of serious crimes; may be a "career" criminal.	3. Interviewer discusses proper handling with supervisors and with CJS personnel; refers client only to these situations where repeat behavior is likely to be contained; or refers client to mental health or other community resources for supportive services and consulting aid in diagnosis and client program planning. Informs instructors or supervisors of situation; in dangerous cases, may defer or avoid referral. However, attempt to avoid too early "typing" of offender since progress in training or employment may have little or no relation to criminal behavior pattern.	3. CJS records and personnel community mental health and other resources. V.A., Social Service, Big Brothers of America, Red Cross, OIC, IHHA.
4. CJS agencies refer offenders to prime sponsor with ready-made or "canned" prescription for services to be offered.	4. Show CJS personnel the results of your program, tactfully advise that while you need all the the information they have on the client, your program will develop the individual program. Invite CJS personnel to sit in on your staff meetings, and keep them aware of the progress.	4. Case histories and summary records of offender progress and program results.
5. Ex-inmate is apparently suffering from severe psychological problems, after long or traumatic confinement.	5. Refer to mental health or counceling services for evaluation and help. Defer referral to training and work, unless logical "sheltered" assignment is readily available and indicated as feasible.	5. Mental health or counseling facilities, OIC.
6. Ex-inmate or ex-offender has special problem(s) (mental or physical) which must be resolved before training or placement.	6. Make a temporary referral of offender to another social service agency until he or she is ready to return to your program. Include in your program a procedure for temporary referral to another program, and subsequent return of client to your program. The offender will need more frequent contact during this period than your regular clients to retain his or her interest in returning to your program. Work with the P.O. to get offender to come back to your program.	6. Mental health or counseling facilities, Social Services, V.A., Jaycees, National Conference for Catholic Charities, OIC, IHHA.
7. Ex-inmate anticipates release from confinement where he has been in training, work or education-release program.	7. If feasible, interview in advance of release and have training assignment or other referral ready upon release. Set up procedures for this with CJS personnel, so that you will be informed in advance of release date.	7. CJS cooperation. V.A., Social Services, HUD, AFL-CIO(HRDI), NAB, Urban League, ACTION, National Center for Community Action, OIC.
8. Offenders are referred upon release, but do not report to prime sponsor's office.	8. As resources permit, consult probation or parole officer to ascertain situation; visit home to encourage application for CETA programs or to learn status. Review referral system to ensure proper design and operation. Check to see if the offender has arrived at prime sponsor facility. CJS and prime sponsor personnel should keep in frequent contact with each other.	8. CJS personnel, P.O.'s, Welfare Departments, V.A., OIC.
9. Offenders arrive in group or are clearly identifiable as such among other applicants.	9. Arrange a special corrections intake unit if numerous referrals and resultant problems warrant. If clients must be processed in the same office, avoid identifying offenders as such in the intake process. Work out new reporting systems or separate reporting periods if feasible.	9. CJS cooperation, Social Services, Civil Service Commission (Unemployment Security), LEAA, OIC.

(Con't.)

C.2(a) RECRUITMENT, SCREENING, AND ASSESSMENT (Cont.)

PROBLEM OR SITUATION	ACTION	SUGGESTED RESOURCES
10. Offender has military service with an unfavorable discharge.	10. Refer to Veteran's Administration offices for possible up-grading of discharge if policy and circumstances warrant; or for other veterans' services.	10. U.S. Veteran's Administration office.
11. Recruiting the projected number of offender sub-groups (e.g., women) planned for this program is difficult.	11. Check to see whether the qualifications for admission to your program eliminate any sub-groups of offenders. For example, if your program accepts felons and not misdemeanants, and your state rarely convicts women of felony charges, there would be few female felons.	11. CJS data.
12. The prison has agreed to refer offenders, but there are very few applicants from ex-inmates.	12. Compare CJS policy of early release with your program's services. You may find for example, they will only give early release when a job is lined up beforehand. Either try to change their policy or change your program to provide services for which they would be willing to refer early releases.	12. CJS procedures.
13. Institutions are sending many of the CETA eligible offenders to CJS programs which end when offender is no longer under CJS jurisdiction. There may be no CETA counterpart as continuation.	13. Find out why they prefer CJS programs and let CJS know what CETA offers. Work out cooperative efforts so that clients can be served effectively.	13. CJS case status information, CJS coordination.

Recruitment, Screening, and Assessment. Recruitment of offenders involves a number of serious considerations:

Considerations for recruitment

- Ex-offender or offender does not identify self as such or reports CJS involvement but is not sure about disposition such as conviction status.
- Applicant has a record of serious crimes which makes special handling necessary.
- Ex-inmate suffers severe psychological problems after long or traumatic confinement or has special physical and mental problems which must be handled prior to training and placement.
- Recruitment of offender subgroups planned for the program is difficult either because qualifications for admission to CETA programs exclude them or laws of jurisdictions contradict CETA definitions.
- Planned input from prisons does not materialize, perhaps because early release is not given unless a job is lined up beforehand and this contradicts CETA policy.
- CETA staff does not know where or how to recruit offenders, either through lack of knowledge of sources or failure to advertise via the media.
- Institutions refer clients to CJS programs. The CJS program does not provide for continuation into CETA services.
- Offenders may sometimes arrive in groups, or are clearly identifiable as such among other applicants; this may require establishment of a special corrections intake unit if numerous referrals and resultant problems warrant.
- Offender has an unfavorable military discharge which requires consultation with the Veterans Administration for possible upgrading of discharge.
- Barriers exist which place obstacles in the way of cooperation of the CJS which does not make referrals to CETA; such barriers may involve "turfism," lack of knowledge of the CETA program, lack of trust, declining cooperation over the course of time, and CETA staff inexperience in establishing CJS relationship. These cause uncertainty on the

part of prime sponsors and frustration with CJS procedures and delays.

Most of the above can be addressed by:

- consultation with CJS personnel and other "helping" institutions,
- close cooperation throughout the period of the client's participation in the CETA, or
- rearranging of CETA procedural activities to adjust to the unique offender situation.

However, barriers to cooperation with the CJS and assessment of offenders bear further discussion.

Barriers to CJS relationship

Since CJS personnel may feel that they have a better rehabilitation program or were on the turf first, prime sponsor personnel should point out the sharing aspects of the CETA program, and the contributions CJS can make to the CJS program. This assistance by CETA can make their job easier, reduce their caseload, provide a simpler consolidated referral rather than multiple referrals to agencies and employers, and provide training and placement more consistently than CJS services.

One suggested approach is for CETA to describe a program by detailing a specific case on a step-by-step basis. Describe the supportive services, the speed of entry into the program, and the degree of CJS involvement.

If procedures involve a lot of paper work, consider reducing the paper work for various CJS agencies. Design the linkage to suit the CJS as well as your program. Invite CJS to visit facilities and see first-hand what goes on. Once trust is established, do not do anything to destroy that trust. Use ex-offenders and business people for testimonials. Once a working relationship has been established, work to maintain it by periodic visits. Send the parole officer or the probation officer a weekly or monthly progress report on her/his clients.

CETA frustration with CJS procedures and delays

In view of custody emphasis and legal requirements, CETA personnel will often find CJS caught up in red tape. CETA personnel will need to practice patience.

Identify most influential persons on local or state advisory councils, since representatives of the CJS agencies sit on the council. They can not only help develop linkage, but can also help smooth out troubles that may develop along the way. In the CJS, some groups and persons will be more enforcement-oriented philosophically, and some more rehabilitation-oriented. The latter are more likely to want to cooperate with programs focusing on these points.

Find out if determinate sentencing has passed the legislature in the local jurisdiction. This involves setting a specific date for release, taking into account past offenses, age at time of first offense, meeting with parole officer, designing a contract including plans for training and a job, and a specific date for release. If this is done, the CETA prime sponsor may become involved in planning in order to provide pre-release training and a job upon the offender's release.

Identification of offender status

It is desirable to determine whether CETA clients are offenders in order to serve them properly. This identification will also avoid later legal difficulties in placement or in holding a job. The legal definition of offender for purposes of CETA program participation is contained on page IV-8 of ET Handbook No. 311, the CETA Forms Preparation Handbook, and in Appendix C.1 of this TAG.

Obviously, many offenders could not tell whether they qualified as an "offender" according to the legal definition of an offender. Therefore, a CETA applicant should be questioned to determine offender status in terms which most applicants can understand. The clients must be assured that revealing their "offender" status will not bar them from participation in CETA programs. Many will not accept this assurance, but an effort must be made.

Interviews

One possible approach in interviewing applicants to determine whether they have a criminal record is offered below:

> Interviewer: "As you may know, certain jobs are barred to persons who have been convicted of a criminal offense. Also, certain employers may fire employees if they find out about a criminal record after they are hired. So in order to get you into the right employer, we need to know whether you have a criminal record.
>
> If you have a record, it would be well to tell us about the nature of your offense. For instance, were you convicted? If so, what for? If you were in jail or prison, how long have you been out?
>
> Do you have any comments?"

What did you SAY you could do?

How far to pursue the questioning and how to do it will vary with local circumstances, the attitude of the applicant, and the judgement of the interviewer. Also, if there are CETA programs available in which offender status makes no difference, such as short-term public service employment or training, it may not be absolutely necessary to ascertain offender status in the first interview, or at all. However, in many instances it will be necessary to again attempt to determine whether the CETA participant has a criminal record before placement efforts begin. It may be that later in the program the participants will have developed reasonable trust in certain staff members and will open up to them. In all cases, care must be exercised to avoid embarassing offenders, and to avoid adverse reactions from non-offenders. Once CETA eligibility on an "offender basis" has been established, an assessment of the participant takes place.

Assessment

Assessment of offenders presents some special problems. First, the criminal justice system's view of the offender--as a first offender or "repeater," a misdemeanant or felon, a pre-trial detainee or a parolee--is of little use to an employment and training program in determining which job-related service to offer an individual. Number of offenses, types of crimes for which the offender has been charged or convicted, and status in the criminal justice system won't tell you much about the offender's attitudes towards himself or herself and work, his or her educational and skill level, his or her previous work history, or his or her present interests and abilities.

Nevertheless, the criminal justice system's view of the offender is still quite important. For example, a prosecutor or a parole board will normally be less willing to help a repeat offender presently accused or convicted of a violent crime--even though you may be able to do more for the violent offender than the "white collar" criminal. Employers may be willing to hire first offenders, but reluctant to hire "two or three-time losers."

Second, the traditional employment and training devices for measuring clients' aptitudes and interests may not be of much help in assessing offenders' sense of self-confidence, the likelihood that they will benefit from the program or that they will refrain from future criminal activity. These issues and others are important in identifying a client's needs and in deciding whether or not services should be provided and what kinds of services.

Classification schemes

A great deal more work must be done in developing classification schemes to determine the kinds of programs, the type of staff workers, and the kinds of settings that are best for different kinds of offenders. Some work on the classification of delinquent youths has been done by the Community Treatment Project of the California Youth Authority. In addition, the Experimental Manpower Laboratory for Corrections, Rehabilitation Research Foundation, Elmore, Alabama (Draper Project) has developed a scale to predict post-release criminal behavior and recidivism among adult offenders. While these examples represent useful steps toward improved assessment of offender needs, much more work is needed in this important field.

Motivations

Third, many offenders will enroll in employment and training or other rehabilitative programs for reasons other than the acquisition of a skill or education or even a job. A program may be the best available way for an offender to avoid a trial or incarceration, or to impress a parole board and gain an early release from prison. This motivation is understandable and legitimate (just as other CETA clients may see a training program primarily as a source of income rather than an opportunity to learn a skill). During assessment, and subsequently in counseling, these motivations should be looked at carefully rather than ignored. The motivation to enter a program is different from the motivation to do well in that program. No one--either offender or program staff--should just "go through the motions."

Use ex-offenders

One way to expand prime sponsor client assessment capability is to use qualified ex-offenders to perform this function. While the use of ex-offenders is no panacea, some may be able to help both identify a "hustle" and to develop motivation to succeed in the program.

Following are examples of offender programs which have a recruitment or screening component, along with other features. More comprehensive program examples are presented later in this Guide. These examples illustrate how others have managed individual programs, and these examples are meant to show how programs or components have operated in the past or are currently operating. The programs cited may or may not exist in the future. These examples are merely representative and are not meant to dictate how a CETA prime sponsor must function.*

Example A - Community-Based Mutual Agreement Program. The program is open to potential parolees who have been classified minimum security risks by state prison officials. As releasees enter the halfway houses, they enter negotiations with an assigned counselor. Each counselor has a small case load of five or so clients. The counselor and resident draw up a contract which obligates the resident to meet certain responsibilities. If the client fulfills the requirements contract, the client is paroled on the date specified in the contract.

Releasees agree in their contracts, which are freely negotiated, to meet with counselors a specified number of times each week, to enter job training, to observe halfway house rules, or to attend classes. The contract is also binding on service agencies which agree to assist the releasee. (Counselors are hired under CETA Title II or VI; job training is developed with CETA I funds.)

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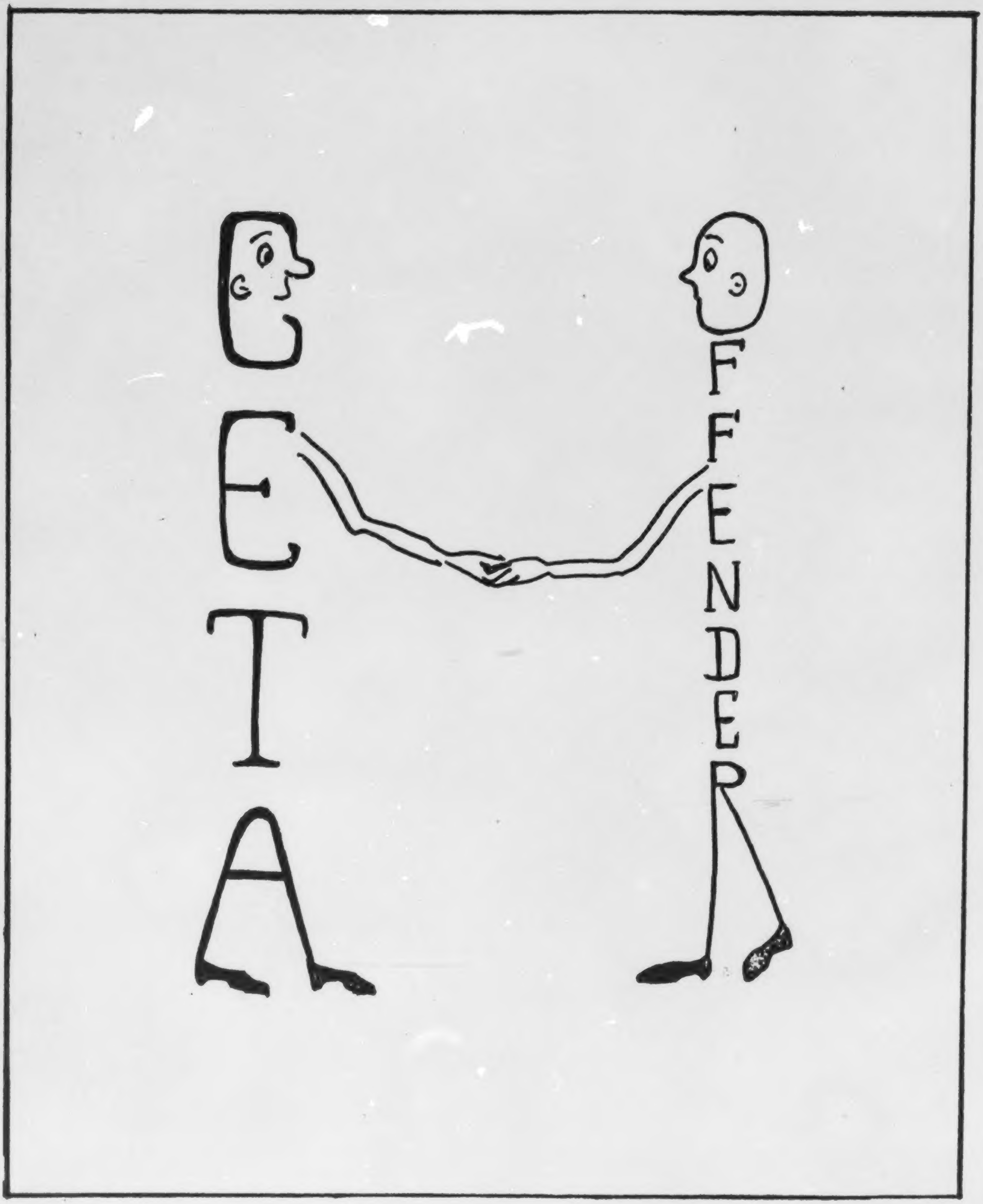
*See Appendix B for identification of examples and potential contact.

Example B - Partial Confinement - Community-Based Residential Facilities. A private, non-profit corporation, largely a volunteer organization with 20 chapters throughout the state, maintains three halfway houses. Each halfway house has a manager, full-time counselor, and cook. Residents are required to observe curfew, pay $4 a day to defray program expenses, and attend group therapy sessions each week. After screening, each of the residents is placed in a job, and a house staff member refers residents as necessary, to outside drug, alcohol, vocational, or educational programs. Residents, who may be pre-releasees, parolees, or probationers, must agree to stay in the house for 45 days. (Staff of halfway house as well as participants are Title II and VI participants.)

Example C - Partial Confinement-Work Release. The statewide work release program was established initially to serve first offenders, but now also serves second offenders and those who have committed capital offenses, if they are first or second-time offenders and are in the last year of incarceration.

Within the restrictions of state law, potential participants are screened by a classification committee at state prisons which determines whether the offender has made productive use of his or her time in prison. Those accepted are sent to residential centers and permitted work release or educational opportunities (classifiers are Title II and VI employees).

Example D - CETA Staff in State Attorney's Office. The staff of this program is located within the State Attorney's office, relieving the State Attorney's office of secretarial and clerical work related to the processing of cases eligible for the program. Staff identify potential participants. If the defendant is in full-time employment or training, and has kept counseling appointments, the State Attorney will dismiss the pending charge. The client reports for periodic follow-up sessions for one year subsequent to case dismissal. (CETA Titles II or VI account for salaries of staff; Title I for training of defendant; Titles II or VI for employment.)


CETA
OFFENDER

CETA PRIME SPONSOR ACTIONS

C.2(b) INTAKE AND ORIENTATION

PROBLEM OR SITUATION	ACTION	SUGGESTED RESOURCES
1. Offender has marketable skill in occupation from which offenders are excluded by law or regulation.	1. Offender is told that occupation is barred, and is also told of any efforts made by prime sponsor or others to remove such bars to employment of ex-offenders. Advise legal aid or challenges to barrier. Then counsel toward retraining in occupation requiring related skills. Keep up with the latest legislation etc., so that you will know when such bars have been removed. Get on the mailing list of organizations working on removal of barriers.	1. Licensing requirements, ABA publication: Law, Licenses and Offenders Right to Work (1973); vocational rehabilitation; Veteran's Administration; AFL-CIO (HDRI); United States Jaycees; National Urban League; NAB: Red Cross.
2. Ex-inmate has had poor experience with low quality training or work in prison, and has little interest in further training.	2. Tell ex-inmate of variety and types of training available through CETA, and assure them of efforts to make training more career related. Arrange testimony by successful ex-offenders, if available. Have offenders visit classes in progress. If offender needs money or is impatient to start, you may first arrange with WEP or OJT.	2. Knowledge of CETA training; roster of ex-offenders willing to participate in training; vocational education; vocational rehabilitation; AFL-CIO(HRDI); NAACP; OIC; IHHA.
3. Offender has unrealistically high expectations from the CETA program.	3. Interviewer attempts to present realistic picture of job possibilities and training offered to qualify offender for jobs; tries to motivate while not over-promising results; involves other ex-offenders with responsible attitudes to correct any misconceptions; consider a contract concept to ensure agreement on program content and goals.	3. Knowledge of program results including both success and difficulties; staff members who are ex-offenders; ex-offender associations.
4. Offender has need for residential support.	4. Refer to local community residential service such as the Salvation Army, for temporary residence; or to loan fund, if available; or to a central state training program in which residential support is usual for trainees from distant locations.	4. Directory of residential services; Big Brothers of America; social agencies that have knowledge of residential services and half-way houses; IHHA; OIC.
5. Offender has no self-motivation, and has only come because of threats to revoke parole or probation and return to prison.	5. This is a frequent occurrence. Quick integration into program may prove effective.	5. Contact with successful "peers". Ex-offender organizations; OIC; IHHA.

Records do not tell the story

Intake and Orientation. Much of the data which prime sponsors' program staffs will want to use to develop an assessment of an offender's employment and training needs may not be accurate or particularly useful. Records of criminal history rarely tell the entire story. They record the crime for which the offender was convicted, which is frequently a reduced charge resulting from a plea-bargain. Similarly, reports of presentence investigations, parole readiness investigations and institutional adjustment reports will probably be incomplete. They also may reflect individual biases and institutional perspectives.

Focus on the future

Some programs, on the other hand, have chosen to look forward to the offender's future, rather than focus on the past.

> "...ignore their past and they'll begin to forget it. Every day for years they have been reminded by correctional counselors, judges, parole boards, peers and family of their past. When someone suddenly takes an interest in their future, it serves to generate the confidence and enthusiasm so essential to successful job-finding."*

Client orientation

The orientation process should be a two-fold one. The first step in orientation is client orientation. Many offenders, especially those just released from prison, have been denied the opportunity to think and act for themselves. Offender rehabilitation, and indeed all employment and training programs, should be aimed at developing a sense of self-confidence and independence in the clients. Plans should shift the responsibility gradually away from the program to the offenders themselves. In this way, dependency can be reduced and independence and self-reliance increased.

The second step is program orientation. This phase should realistically acquaint the applicant with the CETA program and what the client can expect from that program.

Program orientation

Prime sponsor program staff should carefully avoid making excessive promises or conveying mistaken impressions about what will result from satisfactory participation in CETA programs. Too often, overzealous recruitment staff or overanxious offenders may assume that satisfactory or even exemplary performance will lead to a dismissal of the charges in a pre-trial diversion program, the granting of parole by a parole board, or reclassification to a minimum-security facility. No such action is, in fact, guaranteed. The precise conditions must be spelled out and understood by participants and staff members at the outset. Participants must be clearly aware of the distinction between promises and possibilities. The orientation process should take into consideration some of the unique characteristics of offenders. These characteristics, if not recognized, can affect the effectiveness of the CETA program.

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*Transitions to Freedom, issued by Transitions to Freedom, Inc., San Francisco, California, p. 45.

- Ex-inmate may have had poor experience with low quality training or work experience in prison and little interest in further training. This fact will necessitate active efforts on the part of the interviewer. Involving "successful" ex-offenders in orientation can have a positive impact.

- Offender has need for funds, is impatient to start, or needs residential support. These needs may be accommodated in various ways. WEP, OJT, a loan fund, admission to a local community residential service such as the Salvation Army, or to a central state training program in which residential support is usual for trainees from distant location, provide the necessary help.

The following examples illustrate how others have managed individual programs and show how programs or components have operated in the past or are currently operating. The programs cited may or may not exist in the future. These examples are merely representative and are not meant to dictate how a CETA prime sponsor must function.*

Example A - Mobile Orientation Team. A mobile orientation team can conduct job skill workshops for certain groups of applicants for CETA services and can also train other CETA staff to give job skills workshops. The workshops concentrate on but are not limited to:

(Con't.)

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*See Appendix B of this TAG for identification of examples and possible contact information.

Example A (Con't.)

- filling out application forms
- past skills or experience which may be of interest to employers
- dealing with personal records or past employment, drug involvement with the criminal justice system, or other barriers to employment
- work habits and attitudes
- creating a good impression, including proper modes of dress
- locating employment.

Clients who have had trouble filling out application forms or clients who have had little or no work experience are prime candidates for job skills workshops. Participation in the job skills workshop should be followed up by interviews, job locating service, an advanced workshop on "how to keep a job once you've landed it" and other positive experiences.

Example B - Pre-release Orientation. Orientation programs for offenders about to be released from an institution are usually given inside the institution. Additional staff with direct access to CETA prime sponsors is assigned to process those clients seeking training and employment as soon as they are released from prison or jail.

C.2(c) SUPPORTIVE SERVICES (INCLUDING COUNSELING)

PROBLEM OR SITUATION	ACTION	SUGGESTED RESOURCES
1. Offender is a very dependent youth who tries to become office "mascot"; has become "institutionalized" due to confinement.	1. Refer offender as soon as possible to training program or to other community activities or agencies where they may be useful as a volunteer or aide; work with supervisors or leaders to develop a series of experiences which will develop independence. Refer to mental health agencies if problem is severe.	1. Community organizations; ACTION; NAB; Social Services; National Center for Community Action; Big Brothers of America, National Institute of Mental Health.
2. Offender is a "con artist".	2. Encourage client to participate in a demanding education or training program where results are measureable and possibility of cheating is carefully controlled; assign only to strong instructors or supervisors or to mature groups; bring group pressure to bear on aggressive participant; help them to use this aggressiveness and verbal ability to their advantage, e.g. in a job interview; use ex-offenders as staff members.	2. Authorities on behavioral problems of offenders; mental health agencies; V.A.; U.S. Jaycees; National Institute of Mental Health.
3. Offender has no money on which to live.	3. Check availability of and eligibility for: unemployment compensation, state post-confinement stipend, welfare, food stamps, veteran's or other benefits. If assigned to training, arrange advance of allowances. If loan funds are available, refer to fund; provide funds from supportive services component of your program unit. Offender can be placed in work experience or OJT. Some areas have a group of employers who will hire immediately on a short-term basis.	3. Knowledge of benefits and eligibility; Socials Services; HUD; U.S. Jaycees; V.A.; National Conference for Catholic Charities.
4. Offender has dependent children.	4. Arrange for child care if available. Refer to community agencies; work together with other agencies as you do with your other clients; if necessary, help him or her gain custody again.	4. Family and child care agencies; Social Services, ACTION; V.A.
5. Offender has family problems.	5. Refer to family service agency or legal services as appropriate. Arrange for that agency to contact personnel of CJS if indicated.	5. Family Service Agency; V.A.; Social Services; ACTION; U.S. Jaycees.
6. Jargon will detract from employability.	6. Familiarity with the "con jargon" will help to break through the offender's "con act" and establish a helping relationship with the client; provide "speech therapy" if needed.	6. National Alliance of Businessmen; Dictionary of Desperation; adult education, University speech program.
7. As soon as things start going well for the offenders, they "goof up."	7. Many offenders have a self-punishing attitude. They put themselves in situations where failure is a certainty. Use resources such as offender research, and mental health agencies to find out how to deal with this.	7. Mental health agencies; ex-offender organizations.
8. Offender needs legal assistance.	8. Offender may have problems resulting from his incarceration. For example, the bank took back his car and he still owes $500 on it and he is being sued. Or the offender may have been arrested while in a CETA program. Ascertain the situation from CJS personnel. Propose alternative disposition of case. Accompany the P.O. and the offender in hearing before the court; offer supportive evidence of offender's progress in your program. Refer to public defender, legal aid society or attorney willing to take referrals. If possible refer to CJS personnel that are cooperating with you in your program.	8. Knowledge of CJS and availability of legal services; V.A.; American Civil Liberties Union.

(Con't.)

C.2(c) SUPPORTIVE SERVICES
(INCLUDING COUNSELING) (Con't.)

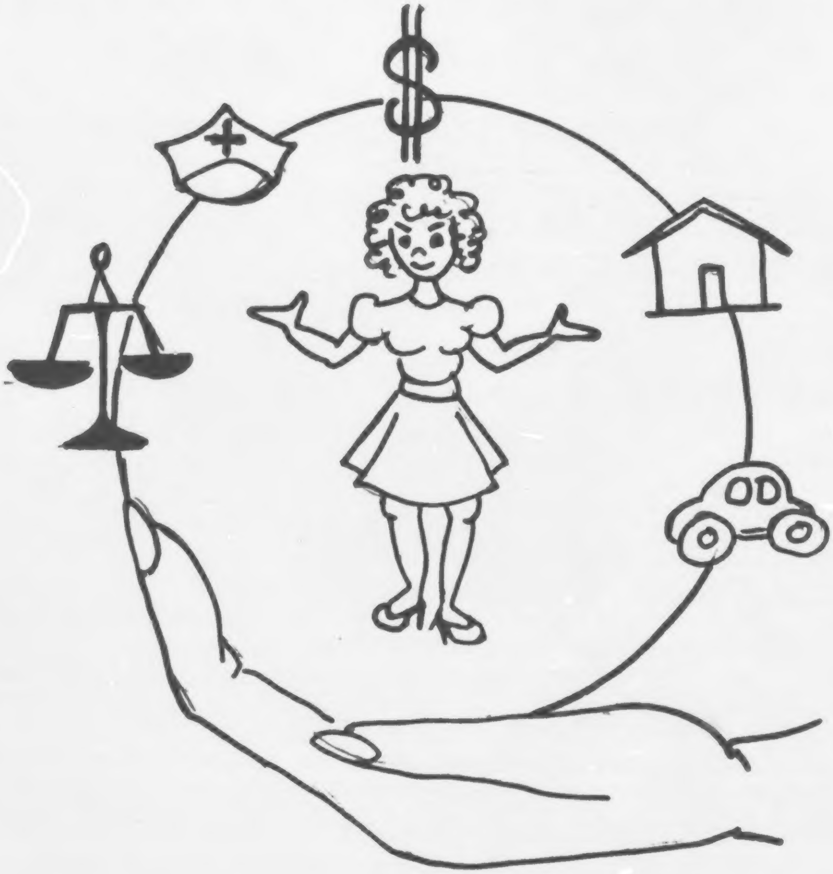
PROBLEM OR SITUATION	ACTION	SUGGESTED RESOURCES
9. Offender has poor self image.	9. Offenders need to have their confidence built up. They need positive feedback, some successes, no matter how small. Use increment training and full range of reality therapy and career counseling techniques. Point out and reinforce offenders' strong points. Inform offenders of your program's relationships with employers willing to hire ex-offenders.	9. Counseling techniques; group dynamics; peer support; V.A.; AFL-CIO(HRDI); Social Services.
10. Offender lacks everyday living skills, such as banking procedures, budgeting, insurance needs, credit buying, etc.	10. Offenders need to be educated in the area of community adjustment. Training should provide realistic, day-to-day examples.	10. Family services; Chamber of Commerce; NAB; NIMH.

Supportive Services. CETA implementing regulations, §95.33(d)(5)(iii) as published in the Federal Register, Vol. 41, No. 124, June 25, 1976, list these specific supportive services:

- health care and medical services
- child care
- transportation
- residential support
- assistance in securing bonds
- family planning services
- legal services

Range of services

Because of their unique situation, most ex-offenders have multiple problems which require a full range of services. Fortunately, CETA regulations do not limit supportive services to those listed. Accordingly, prime sponsors may provide offenders with those supportive services which logically contribute to the achievement of the purposes of CETA.



The supportive services addressed in this TAG are:

- special counseling
- temporary financial support
- family and child services
- health services, including therapy
- housing, transportation, legal, and other miscellaneous services

Special counseling

Offenders have more on their mind than employment and training problems. Their first concern is getting or keeping their freedom. People in a pre-trial program are concerned with their court case; inmates in institutions are concerned with getting out; probationers or parolees are concerned with avoiding revocation of probation or parole. Counselors in offender programs, therefore, must understand the criminal justice system and the system-related problems which offenders share.

Changing the offender's attitude

Counselors have more to do than merely helping typical offenders get or keep their freedom. They must play a key role in aiding offenders to change attitudes about themselves, and about work. The typical offender's history of failures, lack of self-confidence and alienation from society are tremendous obstacles that will not be overcome by skills training or basic education alone. Counseling must provide the psychological support that will help offenders develop a sense of self-worth and independence. However, this function should not be compartmentalized. The burden should not fall on counselors alone. Instructors in skills training and education, as well as other program staff, can provide needed support.

The "con" artist

While most ex-offenders, particularly those who have been imprisoned, will lack self-confidence, a certain proportion will have an excess of self-confidence. They believe that they can beat the system, and may try to "con" counselors or attempt some "hustle" in connection with release, training, or employment. Counselors must be aware of these types of offenders, and avoid being misled as to intentions, motivations, and prospective participation in programs. Some offenders with excess confidence can be counseled to be more realistic about their expectations and more responsible in training and work situations. Others will turn out to be beyond reach. Counselors must try to succeed with each client, but must recognize the fact that they (or anyone else) will fail with some offenders.

Dealing with the con artist

One useful strategy in dealing with the overly aggressive offender or "con-artist" is to place the offender in a very demanding educational or training program where results are measurable and the possibility of cheating is carefully controlled. Strong instructors should be assigned to these groups. The "con-artist's" aggressiveness and verbal ability can be used to advantage in job interviews or sales positions. Familiarity with "con" language may be helpful in understanding the client and establishing good rapport. (See Appendix C.2 for examples of "con" language).

The offender as a leader

Some of the more confident and aggressive ex-offenders will become or try to become leaders of groups of participants. Leadership roles must be carefully controlled by program managers. With proper screening and control, however, ex-offenders can be given leadership repsonsibilities, or can be useful in counseling other offenders. On occasion, where the aggressive ex-offender has dominated discussions or activities, the non-aggressive majority of the group can be led to gain enough confidence to resist such domination. In other instances, such negative leadership can be avoided by formal rotation or assignment of leadership responsibilities to more responsible members of this group.

Outside counselors

In certain instances, it may be necessary or advisable to call upon other organizations for assistance in counseling: some Black offenders may have difficulty relating to CETA staff. They could be referred to other organizations, such as the Urban League. Hispanic, or native American offenders who are mistrustful of CETA staff may be helped by referral to Hispanic or native American organizations, which in turn may be able to build the trust of the participant in the CETA staff and program. Community Action agencies may also be helpful in such counseling referrals. Sometimes, relegious groups can help.

Role-playing

CETA counselors must aid the offender to learn how to deal with being rejected by employers, by co-workers, or by the community. This may be done by involving the offenders in role-playing the situations they may meet in applying for a job, working, or during training. Offenders must be brought to realize that they will have many job problems, like most everyone else, and that such problems are not necessarily a result of their being offenders. While an effort must be made to see that this learning takes place early in any CETA program, often true learning must await a real-life situation. At that point, CETA counselors can provide support and positive feedback.

Since most offenders are youths, and many tend to be dependent upon others despite their age, CETA program counselors must be alert to continued over-dependency of clients upon them. Every effort should be made to develop a feeling of independence on the part of the offender; although, for a period of time, the offender must be assured that support is available when needed. When there are recurring problems and visits from a particular offender, the counselor must consider whether the problems are as real as they seem or whether a situation of excess dependency is developing. Sometimes the overly dependent client must be confronted with the reality of that dependence, and must be forced to see what is going on. In extreme situations, the counselor must cut off further assistance to the offender, even though it destroys relationships or seems to deny needed service. If possible, offer a viable alternative.

Some long-term, career offenders, may have reached an age or time in life where they conclude that the stress of criminal life styles are no longer productive for them. This group is a prime target for counseling in the direction of newer constructive life styles.

Special counseling activities

Some of the special counseling activities directed toward very specific or immediate client needs are:

- Offender has no money on which to live prior to receiving the first salary check. CETA staff should check availability of and eligibility for unemployment compensation, State post-confinement stipend, welfare, food stamps, veterans or other benefits.

- Offender may need legal services or has family problems which may involve dependent children. Assistance is available from community agencies offering family and child care services or legal aid. The counselor may need to accompany the offender to court hearings and may be called upon to vouch for the client.

- Offender does not keep in contact with CETA staff. Check to see what might be preventing client from calling in. If it requires a toll call, encourage client to call collect. In rural areas the hours of phone service may be limited, so make sure the offender is able to call when the phone is in operation. Be certain that the offender is getting along with the staff and that there is no problem with staff attitude. Let client know that someone cares and make sure that the staff shows interest. Programs have found that the offender requires more intense and more frequent contact with the staff than other clients. In a rural area, not only does the staff see their program participants during the day, but often, in the evening, they may meet at the store or in a restaurant. The offender may chat, ask a question, or discuss a problem. In an urban setting, the staff does not often see the client outside the CETA environment and thus must rely on the telephone or other form of communication.

- Offender and CETA staff may have problems of communication; offenders often manipulate or say what the staff wants to hear, but often do not follow though on promises. In order to deal with this, CETA staff must be able to recognize the "con act." After breaking offender of these habits, start the realistic planning process.

- Offender continues to have money problems despite budget plan worked out with CETA staff. Like most of us, offenders have a money management problem. For example, they spend their money on recreational items and have none left when the rent is due. In addition, offenders have a different attitude toward money. They say to others who have greater means than they have, "You've got my money." This phenomenon has been studied and more information can be found in offender research. Developing a realistic budget of expenses and finding jobs that will provide income to pay for these expenses will often help offenders to think constructively about work and money.

- Offender patterns of persistence falter even when they have gotten a good start and things are going well for them. They often seem to operate under the self-fulfilling prophecy that they will fail, and then put themselves in situations which lead to failure. This self-punitive attitude can be counteracted by using mental health techniques, by repeated demonstration that they are overcoming barriers, are progressing, and will succeed with continued effort.

Below are some examples of existing programs with special counseling elements which illustrate how others have managed individual programs. These examples are meant to show how programs or components have operated in the past or are currently operating. The programs cited may or may not exist in the future. These examples are merely representative and are not meant to dictate how a CETA prime sponosr must function.*

Example A - Pre-Release Counseling. Staff members are trained, if they conduct courses in jail or prison, to address themselves to the needs of offenders; namely, to prepare them for the harsh realities that may confront the offender after release and to strip away the fantasies and illusions which many develop about the "outside." A contract may be given through Title I funds to universities and/or to the therapy agencies to give staff training in "reality therapy" and transactional analysis and/or other techniques which focus on the present and future problems of inmates.

Example B - Pre-Trial Intervention Counseling. Clients participate for 90 to 180 days. They are eligible as arrestees who have committed non-violent felonies or misdemeanors; are 17 to 35 years of age; are not drug addicts or alcoholics; have no case pending and preferably are first offenders. This program is operated with a special counseling staff of para-professionals attached to an existing public or private institution with links to other supportive services, and witn a reputation for excellent professionalism. The contract given to the operating agency is authorized under Title I; the para-professionals are hired under Titles II and VI and may be former offenders.

Example C - Pre-Release Counseling in a State Department of Corrections. The idea for a series of pre-release orientation seminars came from an inmate group called "Think Tank." The program, which supplements the efforts of prison counselors, consists of bringing in, from a community which is 65 miles away, people who may be of assistance to inmates upon release. The program is open to inmates 90 days before parole or completion of sentence and is run on a voluntary basis.

(Con't.)

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*See Appendix B of this TAG for identification of examples and possible contact information.

Example C (Con't.)

A representative of the State Employment Service devotes 4 days each week to the program. Others who come into the program to speak include representatives of social agencies, Veterans Administration, mental health centers, drug programs, consumer groups, family counseling services, residential centers, educational institutions, the National Alliance of Businessmen, and field parole officers.

The regular staff consists of six inmate counselor clerks, all with high school diplomas, and one State-paid corrections counselor. These individuals develop and maintain liaison with outside groups. During the 90 days which precede release, an inmate attends one or two sessions each week.

Temporary financial support

While all applicants for CETA participation need some kind of financial assistance, the financial needs of the offender are different from those of the average CETA client. Those offenders released from confinement are in the most need of assistance. They need assistance because gate money is rarely sufficient for frugal living for more than one week, and the savings from prison wages are meagre, if any. Few confined offenders qualify for unemployment compensation. Minimal assistance in the form of new clothes and transportation to a specified place provide little to the offender upon release. Some male adult releasees do not qualify for welfare. Upon release, the employment situation is reviewed. and welfare assistance to the family is adjusted accordingly.

Few economic resources

Only a few released prisoners will have economic resources or governmental benefits sufficient to support them for any period of time. A few fortunate individuals may have been on work release for some months and have some savings from this work. A proportion of the juveniles released may qualify for welfare, as individuals or as members of welfare families, until they reach the maximum qualifying age. These juveniles can return to school or live without working for some time. However, the vast majority of released inmates have no immediate financial resources worthy of mention. This makes the early provision of some source of income, such as wages or training stipends, both urgent and important for them, not only to reduce return to criminal behavior but also as a humanitarian goal. Hence, provision of CETA services to released offenders has a time priority as well as a general program priority, if maximum benefits from such services are to be realized.

Financial assistance

Offenders other than those recently incarcerated may also need financial assistance. A few may be on welfare or public assistance programs. Offenders, in general, have lower incomes and less work experience than other CETA participants. Offenders may have legal expenses, be unemployed, or have dropped out of school because of their involvement in arrest and trial procedures. Their future prospects of employment are less promising than other CETA services which result in training allowances or wages.

Offenders and welfare

Those offenders who have applied for, or are qualified for welfare or public assistance, may need temporary financial help until payments actually begin. There are often long delays between application and actual payments. Credit unions or other private organizations may be a source of revolving funds for loans to ex-offenders. These revolving funds could also be established by CETA prime sponsors if the means are available, and authorization is provided by the Regional Office. Keeping in mind there will be some failures, planning for such funds should include replenishing the revolving fund as needed.

Stipends

A few states, notably the state of Washington, have initiated programs under the criminal justice system for modest stipends for released prisoners for a period of some months. In some other states, released prisoners may qualify for public assistance. A thorough examination of each individual situation can determine the exact need for financial assistance. A few extra dollars to a recently released offender may provide early motivation for the offender to become a financially self-sufficient citizen.

Examples of programs providing temporary financial help for offenders follow. These programs illustrate how others have managed these programs, and the examples are meant to show how programs or components have operated in the past or are currently operating. The programs cited may or may not exist in the future. These examples are merely representative and are not meant to dictate how a CETA prime sponsor must function.*

Example A - Temporary Income for Ex-Offenders. In a large urban area, a small weekly stipend was given to a group of ex-inmates for a few months after leaving prison or jail. For some, the stipend was combined with specific placement services. Others received only placement service.

(Con't.)

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* See Appendix B of this TAG for identification of examples and possible contact information.

Example A (Con't.)

The stipend for this program was $60 for 13 weeks. This amount was based on the minimum unemployment compensation benefit in the state and provided only survival money in an inner city area. The offender participants were all considered high risks in terms of recidivism. However, those receiving the stipend, or the stipend plus placement assistance, had much lower arrest rates; it did not result in improved placement and employment. (For more information, see Unlocking the Second Gate--The Role of Financial Assistance In Reducing Recidivism Among Ex-Prisoners," available from DOL.)

Example B - Multi-faceted Offender Financial Assistance Program. This program consists of 3 independent components: a cash subsidy program, a guaranteed loan program, and a credit union. Two of the components--the credit union and the guaranteed loan program--represent new and unique efforts in correctional programming. The cash subsidy portion provides temporary assistance to selected individuals who lack temporary housing, food, transportation, incidental expenses, utility deposits, the purchase of work tools, etc. These funds are provided to the client without any type of payback obligation. The guaranteed loan program is designed to provide the offender with access to personal and property loans through normal lending institutions. Several changes were made in the original plan. The final design resembles a plan used for student loans; loans are obtainable through any bank within the state using a single form of agreement prepared by the Attorney General's Office. Grant money which was originally to be used to guarantee repayment of some of the loans made by the credit union, has been put in a trust fund where it is drawing interest.

Family and child services

The offenders most in need of family and child services are women offenders. Nearly three-fifths of women offenders have dependent children living at home during their incarceration. The specific need of offenders for child care and family services is similar to that of other CETA participants.

Complications of confinement

Child care must be provided before some offenders can participate in training programs or become employed. As in other areas, offenders may have certain special problems related to family life. Child care may be necessary to permit the offender to go out on interviews or to participate in criminal justice system proceedings. The fact of a criminal record may adversely affect the mental health of spouse and children. On the other hand, the existence of family responsibilities may increase the motivation of the offender, as well as increase the need for immediate financial aid after incarceration or involvement in court proceedings.

Family counseling

Incarcerated offenders often leave behind them families who have no means of support. One aspect of an offender program might be providing services to these families such as training, employment, and other supportive services if needed. By working with the courts during the pre-sentence investigation, CETA prime sponsors can identify families requiring assistance due to the incarceration of the "bread winner."

Negative impact of family problems

Offenders may have special need for training in parental responsibilities. One urban offender program combines such training with child-care services. The state correctional system found that family-related problems could be a major cause of disruption of a training program. Two of seven voluntary terminations from the training release program were specifically caused by family problems. This experience underlines the necessity for offender program managers and counselors to be sensitive to the possibility of a negative impact brought on by family problems.

Health services, including therapy

Ex-inmates often will need therapy or counseling for drug abuse, mental health and psychological problems arising from reaction to the trauma of confinement. The behavior or drug problems of offenders which result in their becoming offenders, dropping out of school, or their inability to hold jobs are often related to mental health conditions. Even minor offenders who are promptly released may have psychological difficulties arising from their first experiences with crime and criminal court procedures.

Accordingly, any prime sponsor planning to deal with the employment and training problems of offenders will have to recognize the need for therapy and health services. In a sense, many offenders are veterans of prison or urban battlefields and suffer from severe mental and physical disabilities.

Juvenile problems

An authority on juvenile delinquency has stated: It has been well established at the national level that young people who find themselves in juvenile court facilities display many health problems. Their medical care has been episodic and crisis oriented."[*] A New York report states that 50 percent of all children in New York city detention facilities suffer from "physical illness, exclusive of dental or psychiatric problems."[**] The report concludes that, "In some cases, the presence of these defects may have actually contributed to the youngster's school difficulties with resultant truant behavior and may have, in fact, been a factor in their difficulty with the law." The Job Corps has reported that many of its enrollees have never seen a doctor since birth and many have never seen a dentist. Drug and alcohol dependency are health-related problems. Managers of offender programs will find their clients subject to a high proportion of health and health-related problems.

Using existing health services

Therapy for mental problems and drug abuse problems, and health services in general for CETA clients are usually provided by existing health service institutions in the community. Similar services should be used for offenders. If referral of a large number of ex-inmates is contemplated, special arrangements for serving them may be necessary in view of the potential seriousness and depth of their psychological and related problems.

The following examples illustrate how others have managed individual programs. These examples are meant to show how programs or components have operated in the past or are currently operating. The programs cited may or may not exist in the future. These examples are merely representative and are not meant to dictate how a CETA prime sponsor must function.[***]

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[*] Ris, Hania, "The Integration of a Comprehensive Medical Program in a Juvenile Correctional Institution," Journal of the American Medical Women's Association, September, 1975.

[**] A report issued by the Division for Adolescent Medicine at Montefiore Hospital, New York City.

[***] See Appendix B of this TAG for identification of examples and possible contact information.

Example A - Group Therapy Camping. A delinquency prevention program for young women provides a camping trip with associated counseling. The young women are expected to cooperate with the group, and to function out-of-doors on their own. Group therapy sessions are held regularly. Parents are requested to attend the weekly group counseling sessions. After the camping trip, each youth is assigned to a volunteer counselor who provides support and assistance for six to nine months.

Example B - Outdoor Physical Challenges. One state has provided rigorous outdoor hiking and mountain climbing trips for prisoners. The intention is to challenge the prisoners to do their best individually, and also work together and trust one another. Through successfully meeting these challenges, prisoners grow in confidence and in their ability to get along with others.

Housing, transportation, legal and miscellaneous services

Ex-inmates will often need residential support or transportation services. They may have to locate some distance from potential training or work sites. In order to take advantage of the training or work experience programs, they may need either transportation allowances to enable them to get to training or work sites, or residential allowances to enable them to live near training or work sites. Therefore, some prime sponsor programs for offenders may need to provide larger budgets for transportation or housing than are normally provided for CETA clients in general.

Further, because of the community fear of ex-inmates or of offenders in general, special arrangements may be necessary to locate housing for offenders. The cooperation of local charitable and religious organizations may be helpful in locating such housing. It is also possible that community development plans for funding by the Department of Housing and Urban Development may contain provision for temporary housing of ex-inmates and offenders.

Need for legal services

It almost goes without saying that offenders have more legal problems than other CETA clients, and therefore, a greater need for legal assistance. Offenders may have specific difficulty in obtaining bonding for certain types of employment. They may be involved in court proceedings as a defendant or a witness. They may be in danger of loss of parole or probation status, and may require legal assistance at meetings or hearings concerning that status. They may, unfortunately, be involved in new charges, and deserve assistance until the case is ajudicated. Probation officers have certain responsibilities for legal assistance, but are generally overworked and can provide little assistance.

Who provides legal services

In general, legal services to ex-offenders will be provided by public defenders, legal aid societies, public-spirited attorneys, or voluntary community offender aid groups. However, CETA prime sponsors making plans to provide special or expanded services to offenders will need to obtain assurance that such services are indeed available. Otherwise, plans will have to be made, preferably in consultation with other community organizations, for provision of adequate legal services to ex-offenders participating in CETA programs.

Miscellaneous

Miscellaneous services may include:

- Federal school lunches for groups of youthful trainees who qualify
- family planning services on a voluntary basis
- entertainment and cultural activities
- tool purchase
- work uniforms
- consumer education
- credit unions
- alumni organizations

Ex-inmates, in particular, may have a great need for such services. Each service should contribute to the well-being of the program participant and to the enhancement of the potential success of the prime sponsors' employment and training program.

The following examples illustrate how others have managed individual programs. These examples are meant to show how programs or components have operated in the past or are currently operating. The programs cited may or may not exist in the future. These examples are merely representative and are not meant to dictate how a CETA prime sponsor must function.*

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*See Appendix B of this TAG for identification of examples and possible contact information.

Example A - Volunteers Work One-To-One With Offenders. In a large city, a corps of volunteer citizen associates is trained to work one-to-one with offenders. The purpose is to re-integrate the offender into the mainstream of community life. Both clients and volunteers are carefully screened. The citizen volunteers are then given six hours of orientation and training, including learning new terminology. The volunteer meets at lease twice a month with the offender, clarifying what the offender needs. The offender may need survival items such as food, clothing or housing, or may need advice and clarification of personal or vocational goals. A major subject is how to get and hold a job. The volunteer often invites the offender to a ball game, movie or other form of entertainment. On occasion, the volunteer may have to appear at a police station or in court on behalf of the offender, or arrange for legal advice. The program is operated by a non-profit charitable organization founded by business and professional people and is funded by local businesses, foundations, and Federal grants.

Example B - Volunteer Attorneys. These attorneys provide counseling to offenders on a variety of matters, such as employment, housing, financial, medical, and civil law problems. Minority offenders and women may be counseled on wage and hour, fair employment and open housing laws and appeals. Referrals are made to the attorneys by local offender service agencies, and scope of counseling is carefully defined. Workload is limited and spread among the group of attorneys as agreed in advance. Attorneys are kept informed of other community resources which can aid in problems beyond the expertise of attorneys.

C.2(d) EDUCATION AND TRAINING

PROBLEM OR SITUATION	ACTION	SUGGESTED RESOURCES
1. Offender keeps up a "show of interest" and progress to impress officials; tries to "slide through."	1. Instructors must be aware of this possibility and provide frequent checks of real progress in situations preventing cheating; ex-offender should be counseled that such activity is self-defeating, use other ex-offenders to aid in counseling and re-orientation.	1. Training progress measurements and controls. Social Services; AFL-CIO(HRDI); U.S. Jaycees; National Urban League; V.A.; Office of Education (Adult Education); OIC; IHHA.
2. Offender may feel training is useless except as a means of obtaining training allowance, in view of his record.	2. Program managers need to inform instructors and participants of "success stories" and achievements by both non-offenders. Offenders can be brought in to give testimony as to value of program. Have instructors inform offenders that the program has developed relationships with various employers in the area who will hire ex-offenders, and this training will provide the necessary skills for these jobs. Invite employers to come to the class and talk to the offenders.	2. NAACP; Office of Education (Adult and Vocational Education); OIC; IHHA; NUL.
3. Offender lacks confidence in own ability to progress, may feel lying and cheating is the only way to get ahead.	3. Arrange for small-increment progress steps, with awards after each step. Provide mechanisms for "peer" support in training and discussion groups. Offenders may be self-punitive, expecting failure after being on the job for a while, no matter how skilled. In this instance, inform offenders of the program's relationship with employers willing to hire offenders.	3. Other training agencies. Knowledge and skill in providing proper progress steps; group dynamics of peer support; local universities may be able to provide training in this; Social Services; V.A.; AFL-CIO(NRDI); OIC; Red Cross; IHHA.
4. It appears that "they all want to be truck drivers!"	4. Many of the offenders in your area have one specific job in mind. This may be due to a particular kind of training they heard about. Provide realistic counseling, in terms of jobs available in the area, the offender's qualifications, and any legal barriers that may exist.	
5. Offender claims educational credential or work skills which seem excessive or incorrect.	5. Consider a contract approach to ensure a "meeting of minds" and to bring out exaggerations. Check credentials if possible. Conduct oral trade test or other vocational skills tests, or practical skills tests. If exaggerations are discovered, correct record and counsel participant that such actions are self defeating.	5. School system credentials; realistic skills tests; Office of Education; OIC; IHHA.

Background

Training and Education. It is estimated that on any given day over 3 million persons are in the custody of the criminal justice system. Of this number, about one-quarter are actually in institutions, and one-half are on parole or probation. The remainder are in the community awaiting trial. They are equally divided between adults and juveniles.

Four percent of the juveniles are functionally illiterate as are nearly 20 percent of the incarcerated adult offender population. Data in 1976-77 study indicates the following:

Education	State Institution Adult (%)	State Institution Juvenile* (%)
8th grade or less	26.0	48.0
1-3 years of high school	35.0	28.0

Learning disabilities

Learning disabilities are a major factor in youth delinquency and subsequent criminal behavior. A survey conducted by the LEAA in 1974 estimated that between 40 and 65 percent of the inmates had no marketable skills. During the hearings preliminary to the passage of CETA in 1973, Congress determined that offender programs should become an integral part of future employment efforts following committee reports citing similar statistics of offender skill deficiency. They concluded that these deficiencies contributed to the high incidence of recidivism.

The training and education component of this TAG will focus on the following areas:

- vocational training
- general education
- educational systems under CETA
- testing and evaluation
- world of work and job readiness
- educational counseling

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*From Jail to Job: A Planned Approach. (March 1977) Data on State juvenile institution population drawn from sampling of 13-state study conducted by National Juvenile Corrections Project, American Bar Association, National Offender Services Coordination Program as cited in the publication above, p. 16.

Vocational training

Training in correctional settings may achieve negative or minimal results for the following reasons:

- Clients enter training programs for secondary motivations, i.e., as evidence merely of "good behavior" in the commitment to learning.

- Poorly trained staff who cannot channel efforts of offenders constructively to achieve attitudinal and behavioral change.

- Learning disabilities which make a return to education difficult and even intimidating for some persons.

- Unavailability of expected vocational training, i.e., materials, tools, safety features.

Poor career planning

- Dissatisfaction with the intended occupation by the trainee after trying out the trade in the vocational training situation.

- Lack of understanding of any personal, statutory or administrative barriers which might hamper or prevent eventual job placement in the occupation for which offenders are trained; e.g., the incompatibility of some occupations with the criminal behavior of the individual, or the extent of the artificial barriers.

- Demands of professional licensing in terms of work experience which exceeds the expectation of the offender and/or the period of training offered in custody.

Need coordination with CJS

- Poor coordination with the criminal justice system, resulting in personnel who are slow to transport prisoners to training, whether or not there is full support of the Corrections Commissioner and Warden; insufficient space in the prison for training, and so forth.

- Inability of the program to meet the diverse needs of both the better educated and capable enrollees and the more retarded.

The above suggests appropriate preventive action. The examples which follow are meant to show how programs or components have operated in the past or are currently operating. The programs cited may or may not exist in the future. These examples are merely representative and are not meant to dictate how a CETA prime sponsor must function.*

Example A - Vocational Staff Training. Methods of staff selection are established; mechanisms exist to register complaints and grievances; personnel policies and practices are developed and distributed. A vocational training staff is assembled whose racial and ethnic mix represent the approximate composition of the prison population. All have pertinent experience and ability to relate to the inmates. Staff training is conducted periodically by qualified consultants from sources such as the state or local vocational boards of education, unions, and management advisory boards.

Example B - Confinement - Vocational Training. This project is administered by inmates. It provides courses of varying length in fundamentals of data processing, computer logic, computer programming, systems design and analysis, keypunch and teletyping. Courses are taught by inmate instructors, who must make a commitment to assume teaching responsibilities after they complete the basic course. Advanced courses in Fortran and other languages are taught by Honeywell computer programming volunteers. Advanced inmates perform computer work for other state agencies. Honeywell contributes computer equipment, training materials, and tests for screening of applicants and certification of graduates. It does not provide placement services.

Example C - Confinement - Prison Industries and Prison Maintenance. Four examples of prison industries and prison maintenance assignments which provide on-the-job training are described below:

(1) At the Optical Mechanics Shop at a state correctional facility, inmates are trained to grind and polish lenses to prescription specifications, assemble the lenses in frames, and fit and adjust the frames to the customer. Eyeglasses are produced for the inmates of the state corrections system.

(Con't.)

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*See Appendix B of this TAG for identification of examples and possible contact information.

Example C (Con't.)

(2) The Dental Laboratory at a state prison provides training in the construction of dental prostheses for residents of state institutions. Participation in a high school equivalency program is required to meet the apprenticeship qualifications.

(3) The Radiologic Technology Training at a rehabilitation center trains inmates in x-ray technology. Inmates work in the institution hospital, and participants who complete training are eligible for certification.

(4) At a youth correctional institute, inmates are trained in the maintenance of an oil-fired high pressure boiler which provides heat and hot water for two institutions. Supplemental courses are offered to prepare trainees for the examinations for state licensing as a Black Seal Firefighter.

Example D - Work Release Training. Program assistance for a state program through which work-release inmates are trained by a watch manufacturer in the occupations of precision technician, watch repair, and watch manufacturing. Length of training is correlated with release date. Employment is provided for all those who satisfactorily complete the program.

Example E - Confinement - Vocational Training - A Non-Profit Corporation. Works to involve the private sector in training and employing the offender through identification, design, implementation and evaluation of a series of program models, each of which tests the validity of a specific means through which employers can train and hire. Each program is tailored to the functions of the criminal justice system and the individual characteristics of the offender and each has some potential for replication.

Private sector employers are offered professional managerial assistance to encourage them to become involved in offender employment and training programs. One of the specific projects undertaken involves a bank which provides program management for the clerical training program at a correctional facility for women. In this program, 25 women are trained by the bank's training personnel in shorthand, typing and clerical skills The length of the training is closely correlated with release date. Upon successful completion of the training program, the women are employed by the bank.

Example F - Non confinement - Supported Work. With funding from the Department of Labor; Health, Education and Welfare; Housing and Urban Development; Justice (LEAA); and the Ford Foundations, supported work projects are being established at eleven city levels and three state levels. These demonstration projects follow the example of the Wildcat Program in New York run by the VERA Institute where offenders perform various jobs on city projects.

One city demonstration project focuses on training the offenders as skilled building rehabilitation workers. Participants progress from maintenance responsibilities, to working on simple rehabilitation problems, to working on highly complex rehabilitation projects. In another city, the contracts for the supported work are being made with private employers.

General education

The conditions of education as they relate to parole and probation have not been studied in depth. However, some preliminary conclusions have been drawn by researchers:

- effective education and training programs during the period of incarceration significantly improve the chance of survival for the inmate when he or she returns to the community
- individuals able to secure meaningful employment upon release have a much higher rate of success, measured in terms of recidivism than those who do not
- the majority of those place on probation did not complete high school. The cost of education in terms of dollars and supporting a family becomes high.

Federal resources of corrections education

The Federal government has attempted to remedy educational deficiences through some key legislation which funds corrections education programs at national, state, and local levels:

- Elementary and Secondary Education Act of 1965. Under Title I of ESEA, grants are provided to local educational agencies and to state administered institutions that serve educationally deprived children. Approximately one-third of all Federal funds expended for corrections education comes from this legislation.

- Rehabilitation Act of 1973. State rehabilitation agencies are given the opportunity to develop programs to provide vocational adjustment services to physically and mentally handicapped delinquents and inmates under state block grants.

- Higher Education Act of 1965. This Act offers Basic Education Opportunity Grants (BEOG) to help ex-offenders get an elementary education. The Teacher Corps (Title V) has operated programs in correctional institutions.

- Adult Education Act - ESEA Amendments of 1966. Gives formula grants to states for adult education programs, through the secondary level, to those in correctional institutions.

- Omnibus Crime Control and Safe Streets Act of 1968. Awards block grants to state planning agencies and selected correctional education projects. LEAA discretionary grants are awarded to corrections education projects.

- Comprehensive Employment and Training Act of 1973. Through the Department of Labor, provides job training and employment opportunities to economically disadvantaged, unemployed and under-employed persons. An indeterminate number of ex-offenders or those in pre-trial diversion status have already benefitted from, and are now in, on-going local programs. Inmates in state correctional facilities are being given remediation largely by means of CETA special training funds to governors.

Varied programs need focus

While legislation has provided some services, an even greater more intense effort needs to come from a cooperative effort of all agencies. The State Manpower Services Council required by CETA is a logical focus for state-wide planning for training and educational activities for offenders.

Educational systems under CETA

CETA (sec. 101) permits classroom and institutional training from the most elementary education to preparation for high school equivalency (GED) and post-secondary education.

Divergent programs exist from state to state and from community to community. To be effective, an educational system for offenders must take into account the following:

- the length and kind of sentence which requires correlation in terms of scheduling and type of program components either in pre-trial intervention, or parole status.

Establishing an effective educational system

- the varying educational level of enrollees which may increase the necessity for individualized curricula to include remedial, as well as advanced materials, permitting each trainee to progress at his or her rate of speed.
- the staggered entry and exit of participants calling for short-term modules and programmed instruction materials.
- the importance to enrollees of incentives and rewards to instill pride in achievement.
- appropriate resources of staff, facilities, books and materials in terms of quality, relevance and numbers.
- the diverse ethnic backgrounds of both juvenile and adult offenders.
- the frequent lack of continuing education in the community and the need for exploration of and arrangements for suitable conduits for parolees and releasees who leave the detention facility.
- the largely fragmented and diverse kind of educational systems in correctional institutions, many of which require upgrading and/or expansion.
- full cooperation of a detention facility as a prime requisite for success.
- accreditation for courses taken in custody of the criminal justice system where feasible so that the offender sees his or her effort as realistic and is encouraged to continue upon release.
- selection of professional staff with an understanding of offender problems.
- the design of programs to fill gaps in service needs.
- cooperation of legislators in the community to authorize study/training release of offenders to lessen the negative impact of confinement by permitting inmates to leave the institution to attend an educational program; corresponding

coordination with teachers, fellow students to fend off potential hostility.

The following are examples of existing educational activities and components which can be considered for inclusion in comprehensive offender programs.

These examples are meant to show how programs or components have operated in the past or are currently operating. The programs cited may or may not exist in the future. These examples are merely representative and are not meant to dictate how a CETA prime sponsor must function.*

Example A - Confinement - Jail Social Services. Classes leading to high school equivalency are held in portable classrooms located in a jail compound. Inmates in a nearby residential center who are considered low-security risks near the end of sentence also attend.

Example B - Partial Confinement - Education. Men at residential centers who are veterans use their G.I. Bill benefits to attend a community college. Others take advantage on a part-time basis of remedial courses offered by the college.

Example C - Nonconfinement - Offender Self-Help. Non-profit corporation utilizes an offender self-help group to publicize problems of offenders and the problems in the administration of jails and prisons. Almost all of the staff are ex-inmates. A monthly newsletter with a statewide circulation in the criminal justice system reports on educational achievements of ex-offenders and offenders.

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*See Appendix B of this TAG for identification of examples and possible contact information.

Example D - Use of T.V. Materials. A large municipal CETA prime sponsor has used televised and video taped courses in confinement and has provided correspondence, extension and independent study courses, as opposed to classroom instruction.

Example E - Co-Learning Programs - Study Release. Co-learning programs in arts and crafts and human development involve staff, inmates and community.

Example F - College Education for Parolees. Parolees obtain a college education while working as para-professional interns for various officials of various government agencies. Interns are not awarded funds. They receive regular salaries which are at the same rate and grade level of other federal employees at GS4-4.

Example G - Art Education - Confinement. A state Fine Arts Council has been actively involved in the development/expansion of arts programs efforts located in correctional facilities. In this capacity it has worked closely with the Division of Corrections in developing both needs criteria and priorities in implementing these programs. These programs include exchanges of penal and "free world" art work exhibitions/performances, and numerous in-service workshops and seminars designed primarily to upgrade staff quality in the institution. Following this project, a 26-week art "survival" course is given in the whole spectrum of the arts--photography, graphics, music, drama, dance, painting, etc., at a local community college. This course offers tips on creating a more effective portfolio, researching grant possibilities and applying for them, record-keeping and career options. In some cases the participating agencies who come to offer guidance hire the participant upon release.

Example H - After-Care Out of School Alternatives for Juveniles. Designed for juvenile releasees (15 and 1/2 - 17 years old) from state correctional institutions who are referred to the city's Learning Center, it offers one of four occupational-academic clusters: Business, Communications, Community Service and Health. Enrollees alternate between two weeks of paid work experience (30-40 hours per week), for which they earn academic credit, and two weeks of academic training. The presentation of academic subjects is related to the student's job assignments; the on-the-job experiences are ideal subject matter for classroom problem solving.

Testing and evaluation

Testing of enrollees upon entrance and exit serves a twofold purpose. At the entry level, it serves as a guide to the enrollee and the staff as to what is expected. When the program is completed, the testing serves as a tool for determining the effectiveness of the program. Interim testing during the program helps to reinforce learner interest and provides a yardstick for instructors to assess progress or alter the program if needed.

Data on the educational levels of offenders indicate a preponderance of underachievement despite an I.Q. level approximating the norm of the national population. It is not inconceivable that many offenders actually suffer learning disabilities. This compounds the problems of social disorientation, poverty, broken homes and truancy often associated with poor school performance. Such learning disabilities require very intensive assistance.

Some learning disabilities may not lend themselves to rapid diagnosis or treatment. It is essential to know whether or not a trainee has such disabilities. If individuals have experienced repeated frustration in learning to read beyond the third grade level despite a sincere effort, a realistic appraisal of their future attainment is in order. It may be best to abandon literacy as a goal altogether and concentrate on a work role within their immediate grasp.

Kinesthetic deficiencies

Some individuals experience kinesthetic and/or motor deficiencies that make mastery of certain occupational skills difficult. They should be directed to specific tasks best suited for them. Diagnosis can be obtained at work sampling institutions conducted by non-profit institutions, many of which are funded by the Department of Labor. The establishment of such a center can be used through CETA Title I, II and VI monies with a pooling of HEW resources.

Evaluating educational programs

Evaluation of educational program effectiveness should entail examination of:

- participant characteristics
- program mix
- positive outcomes of services and cost of achieving them
- extent to which available funds are utilized.

These surveys can be made by academic institutions, labor unions and research organizations. Their benefit to the prime sponsor includes an analysis of cost benefits, material for public relations efforts, evidence of project worthiness to legislators, accreditation of the training programs administered, and gaps in services that necessitate redesign.

Assessment tools

The following assessment tools have been found effective in correctional programs.*

- Environmental Deprivation Scale (EDS)
- Maladaptive Behavior Record (MBR)
- Vocational Opinion Index
- Minnesota Multiphasic Personality Inventory
- General Abilities Test Battery (GATB)
- Test of Adult Basic Education
- Wide Range Achievement Math Test
- Reading Analysis Test

World of work and job readiness

The majority of offenders have either never worked before their incarceration or have never had stable employment. They require job search skills, realistic goals, and standards of job performance. Adult offenders, as well as juveniles, lack knowledge of the values and behavior of the world in which they hope to find legitimate employment.

Vocational exploration program

In order to enable young persons to make wise career choices, CETA makes possible attendance at vocational exploration programs. In VEP, CETA participants are exposed to the tasks, working conditions, requirements and training associated with jobs. The National Alliance of Businessmen (NAB) and the AFL-CIO Human Resources Development Institute (HRDI) have sponsored the pilot vocational exploration program (VEP) for 5,000 youth in 50 cities during the summer months. CETA Title III funds are awarded to NAB for channeling through subcontracts to participating employers--private for profit business, private non-profit organizations, and business organizations. A staff guide prepared by HRDI to assist staff involved for the national VEP may be obtained from regional offices. This guide discusses objectives, program designs, suggested curriculum, and marketing of the program and will be useful to prime sponsors which wish to adapt it for their own program for offenders and ex-offenders.

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*See Appendix B of this TAG for identification of examples and possible contact information.

VEP resources

Other models can be viewed at Job Corps centers. Following are several examples which illustrate job acquisition activities. These are meant to show how programs or components have operated in the past or are currently operating. The programs cited may or may not exist in the future. These examples are merely representative and are not meant to dictate how a CETA prime sponsor must function.*

Example A - Simulations. Course curriculum and simulation games showing the relationship between forces in city political life; rural urban problems; interpersonal inter-cultural behaviors; job application; work situations. These provide an opportunity for offenders to voice attitudes, fears, knowledge under the supervision of staff who supervise and direct discussion. (Job Corps materials are available.) These can be used in confinement or at community based centers.

Example B - Theatre Foundation - Confinement. A Theatre Foundation, alone and in conjunction with a state corrections department provides a continuing theatre arts program in state correctional facilities. This encourages creation of a prison theatre group making presentations related to the life experiences of offenders, their familial and employment problems. Discussion follows directed by group leaders under supervision of staff.

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*See Appendix B of this TAG for identification of examples and possible contact information.

Example C - Theatre - Ex-offenders. This theatre group is made up of ex-offenders who, through the technical assistance of professional actors, become a regularly performing troupe. The group often performs at correctional facilities providing training workshops for the incarcerated offender. This provides a vehicle for communication, an opportunity for role-playing and an examination and appreciation of approved societal outlets for expression. Emphasis is upon work related issues.

Educational counseling

Educational counseling for all CETA participants is essential. For offenders and ex-offenders this is imperative throughout their training because of the hurdles they must overcome such as barriers to employment, their eroded sense of self worth (in most instances), and continued need for assurance and reinforcement. Such counseling should be done with the advice of the staff of the criminal justice system who has knowledge of the enrollee. It should also be coordinated with job coaches and other staff giving supportive services to make certain that educational goals are realistic and job related. While educational programs must be designed to be job related whenever possible, the relation of basic and general education to specific jobs may not be immediately clear to the participant. Hence, educational counseling should include explanation of the relationship of education to getting and keeping jobs.

V.2(e) JOBS--DEVELOPMENT, PLACEMENT AND FOLLOW-UP

PROBLEM OR SITUATION	ACTION	SUGGESTED RESOURCES
1. Participant referred to job and after being hired is found to have record of offenses.	1. Find out more about circumstances of of offense. Attempt to counsel employer to keep offender on the job, at least for a further trial period. Explain why offender may not have revealed record. If dismissed, consider referral to new training or work. If a legal barrier can be removed, e.g., the Federal Bonding program, inform the employer of this. If he is fired due to "company policy," try to convince the employer to change the policy or make an arrangement to waver the policy for your clients. Check with legal aid for litigation as resource alternative.	1. CJS records. Case information as to ex-offenders who have "made it"; legal barriers; V.A.; U.S. Jaycees; U.S. Chamber of Commerce; AFL-CIO (HRDI); OIC; IHHA.
2. Employer says too many ex-offenders havn been referred.	2. Check all prime sponsor referrals of other agencies if feasible. Develop information as to whether clearinghouse rules were violated or whether a clearinghouse is needed, if none exists. A cooperative effort should be undertaken to coordinate referrals and services and let employers know in advance of offender status.	2. Knowledge of all agencies referring ex-offenders and of referral procedures. N.A.B.; U.S. Chamber of Commerce; AFL-CIO(HRDI); National Urban League; V.A.; Social Services; NAACP; OIC: IHHA; Red Cross.
3. Other clients complain that offenders are being given special treatment.	3. Counsel that since offenders have the greatest placement difficulty, they need the most help, and have "paid the price" of former crime. Also advise that employers generally have the final say as to regular employment, so it behooves all participants to do the best they can.	
4. Offender is turned down for a job because of a "good moral character" requirement.	4. It is usually better to inform employers in advance, and depend upon development of long term good employer relations. If record has been good in recent months, and there is no indication of reversion to anti-social behavior, attempt to get employer or licensing agency to consider only recent record or redefine requirements. Offer OJT contract as inducement to employers.	4. CJS records; CETA program progress; P.O. reports; CSC, SBA; U.S. Chamber of Commerce; OIC; IHHA.
5. Employers reluctant to hire offenders.	5. Provide information as to success stories, offer and demonstrate existance of an adequate follow-up system to aid employer with problems. Have other employers offer testimony, if agreeable. Involve employers in program planning and operation. Offer OJT or WEP contracts as inducement to hire offenders on trial basis.	5. Knowledge of program results; Roster of employers willing to tell other employers of their success with hiring ex-offenders; U.S. Chamber of Commerce; U.S. Jaycees; NAB; AFL-CIO(HRDI); ACLU; NCCA; OIC; NLA; IHHA.
6. Employer over-anxious to hire ex-offenders without much concern about qualifications.	6. Check to see if working conditions and pay are acceptable. Check to see why employers are interested in the program. Be sure the salary is reasonable for the work performed. If motivations of employer seem inappropriate, check with Labor standards or CJS personnel. If employer is a reliable resource, do not overburden with offender placements.	6. Labor standards information; CJS contacts which can be used discretely; NAB; U.S. Chamber of Commerce; NAACP; OIC; IHHA.
7. Offender wants more money initially than regular CETA clients or has difficulty working with other employees making more money.	7. Be aware that they may have been away from the area and don't know how the economy is there, what wages to expect. Also, they may have been making more money in crime and need to adjust to living on lower income until they prove they can succeed and are trained in the skills of a higher paying job. Budgeting their expenses against their earnings with them may help them face reality. Point out that wages can increase with good performance.	7. Reality therapy and full range of counseling techniques; information on living costs; Social Services; AFL-CIO(HRDI); NCCA; Goodwill Industries; ACTION; OIC; IHHA.
8. Offender refuses to take low-status job.	8. Some programs find that some offenders have excessive pride. They view themselves as being "tough" and refuse to take certain jobs. Follow same steps as above. Also use ex-offenders to counsel new offender participants in CETA.	8. Ex-offenders who can counsel new participants; NCCA; NAACP; CSC; Salvation Army; OIC; IHHA.

(Con't.)

V.2(e) JOBS--DEVELOPMENT, PLACEMENT AND FOLLOW-UP (Con't.)

PROBLEM OR SITUATION	ACTION	SUGGESTED RESOURCES
9. Offender has inadequate work incentives that create difficulty in a job.	9. CETA has found that some offenders have this problem more than many other CETA clients, and that they need to stay in work experience longer than the regular CETA clients. They try to find an employer who will give the client feedback about his behavior and work, such as, "You are working too slow; no employer would hire you when you work like that." Sometimes they require a client to work 40 hours a week in work experience to simulate a permanent job. When they are sure the client has learned adequate social skills, and gets along with co-workers and his boss, they place him in a permanent job.	9. Social Services; Salvation Army; Goodwill Industries; NUL; U.S. Jaycees; NCCC; NCCA; ACTION; DHUD; OIC; IHHA.
10. Client is reluctant to tell prospective employer about being an ex-offender.	10. Offenders are given lots of advice on whether to tell employer or not by prison staff, other offenders and the P.O. This might be erroneous information or may not apply in your program due to your relations with your employers. Find out from the offender what he has been told and verify if that applies in your program. If his views are erroneous, tell him why. The offender may have misconceptions and undue fears about telling the employer. If asked, offender should tell the truth.	10. CJS personnel; NAB; AFL-CIO(HRDI); ACLU; Salvation Army; U.S. Chamber of Commerce; U.S. Jaycees; NCCC; NCCA; NAACP; NLA; OIC; IHHA.
11. Offender is "acting up" on the job or stops going to work.	11. Have an arrangement for the employer to call the appropriate person in your program. This person will know the offender better than the employer, and may be able to ascertain what the problem is. Work together with the P.O. to counsel the offender to behave, or to return to work. Determine whether there is something about the job or the employer that is causing the offender's problems. A sympathetic employer that will talk to the employee informally can help. Offenders seem to need more frequent contacts and follow-up for a longer period of time than other CETA clients. Determine whether lack of sufficient supervision by CETA staff could be causing the problem.	11. Sympathetic employees who will talk informally. CJS personnel; Social Services; AFL-CIO(HRDI); U.S. Jaycees; Goodwill Industries; NCCC; NCCA; OIC: IHHA.
12. Offender does not report back after job referral.	12. Offender may have been making only a show of interest, or may have become afraid. Use your full range of counseling services to get the offender to show up at a job referral. Other offenders who have obtained jobs may help.	12. Counseling services; other offenders who have gotten jobs; Social Services; NCCC; NCCA; AFL-CIO(HRDI); Big Brothers of America; NIMH; NAACP; U.S. Jaycees; NUL; Goodwill Industries; Salvation Army; OIC; Red Cross; IHHA.
13. Offender was placed just before the company closed down for the season.	13. Consider whether you want to place an offender in a seasonal job. It might not be advisable for the offender to have time off, when he could get into trouble. Also, an offender might be worried that he wouldn't be recalled when the company opened again. If you decided not to place offenders in a seasonal job, you could still use that employer for temporary on-the-job training with full understanding that the work was temporary.	13. Counseling services for seasonal work; AFL-CIO(HRDI); NCCC; NCCA; Social Services; U.S. Jaycees; NUL; Goodwill Industries; OIC; IHHA; Red Cross.

Job Development

Jobs--Development, Placement and Follow-up. While listed late in this display of CETA offender program components, job development, placement, and follow-up should start as early as possible, preferably before assigning offenders to training. For those in correctional institutions, classification committees composed of program, training, education, and prison industry personnel, and clergy should be involved in the determination of the clients' needs. The first step to successful job development is finding potential employers with an attitutde favorable to the employment of offenders. This is best achieved by successful experience with employment of offenders--in other words, build a reputation. By involving business and other potential employers in planning and operation of job development, as well as other aspects of the program, they may develop a positive attitude as well as a commitment to the program.

Importance of early placement

Placement of offenders may be one of the most difficult tasks both for the CETA prime sponsor and the offenders themselves. A typical CETA participant who is not placed reverts to unemployment or drops out of the labor market; but an offender who is not placed may revert back to criminal behavior as a necessity for survival.

Problems other than offender status

The placement of offenders or ex-offenders in regular private employment is exceptionally difficult not only because of their status as offenders, but also because of other characteristics of the offender population. These people suffer multiple disabilities with respect to placement opportunities. Some of the other factors are:

- age - a majority of offenders are youth. Their age, as well as their lack of experience, precludes employment in many jobs.
- ethnic background - minority groups appear to be more highly represented among offenders than other groups.
- residence - many offenders live in central cities where employment opportunities are limited.
- drugs and alcohol - some offenders are drug abusers or ex-addicts or alcoholics.
- education - the lower educational level of the offender makes the reading and math skills lower than the general population.

- finances - offenders often come from families or communities with few financial resources or non-monetary resources to sustain constructive life styles for the offender.

Barriers

A discussion of barriers to employment was presented in Chapter IV of the TAG. To review, offenders are generally not eligible for some licensed occupations. These occupations constitute a significant proportion of the job market, although for some positions the educational requirements preclude the offender from being qualified for such positions anyway. One of the most significant barriers to employment of the offender is the attitude adopted by many employers. CETA sponsors of offender services must convince more private and public employers that hiring ex-offenders is "good business." Occasionally offender status coupled with dishonorable discharge status from the military creates a double barrier to employment.

In any case, the problems of placing ex-offenders must be recognized as unique, and the placement activities must be carefully coordinated and controlled, either through the establishment of a job clearinghouse or by the training of CETA job developers and coaches. Coordinating these activities can prevent a duplication of effort.

Relative lack of work experience and education, and the negative feelings that most offenders have about their own selves and their capabilities can work against the offender. Therefore, offenders must not only be provided with job opportunities, but they must be helped to develop the skills and confidence that will enable them to use such opportunities.

Following are examples of offender program activities with a placement emphasis. These examples are meant to show how programs or components have operated in the past or are currently operating. The programs cited may or may not exist in the future. These examples are merely representative and are not meant to dictate how a CETA prime sponsor must function.*

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*See Appendix B for identification of examples and possible contact information.

Example A - Supported Work. This is designed to provide a transitional work experience to specific groups of people who have difficulty in making successful connection with the regular labor market. Its target groups may include ex-addicts, ex-offenders, unemployed poor youths, and long-term welfare recipients. Basic program aspects are crew structure, peer support, graduated stress, bonus incentive systems and supervision, with optional services including counseling, adult education courses, and skills training. (A national test of this model was underway in 1977.)

Example B - Job Factory. Job Factory staff teach no job skills nor do they engage in job development. Instead, participants spend their time pursuing job leads on their own, under the direction of project staff. Along the way, they learn how to analyze their skills, prepare resumes, complete job application forms, and handle interviews. They also learn good work habits. Peer support helps avoid discouragement, for while overall results are good, it may take an average of 25 employer contacts before a job is located. The Job Factory staff provides leads and job search materials and tools, and an office with telephones is available for participants' use.

Example C - On the Job Training and Counseling. A major Northeastern bank hired 13 offenders as check encoder trainees, after identifying a skill the bank needed for which individuals could be trained in groups. Trainees are screened for Federal Deposit Insurance Corporation (FDIC) limitations and arrangements for bonding are made with the USDOL bonding program. Procedures are established with the bank for referrals, prescreening, and counseling. Orientation sessions are held for bank employees in that particular unit, the director of personnel, and the senior vice president in charge. Within 6 months of the inception of training, supportive counseling is withdrawn, and the trainees are working at the bank at the jobs for which they had been trained. Promotions will move program participants throughout the bank, even to the job of teller.

Example D - Placement Based on Prison Work Experience. Non-profit organization prepares employer training package, arranges for unions to evaluate appropriate prison industries and relate them to post-release employment in private industries, operates its own job development unit in a contractual relationship with the Department of Corrections.

Example E - Separate But Coordinated Job Development. Each agency placing offenders continues to engage in independent job development, but coordinates its effort with other agencies through a central unit. This central unit, or clearinghouse, does not ordinarily engage in job development, but if it does so, it shares its job leads with other agencies on an equitable basis in order to maintain its "neutral" status (that is, it does not have its own clients that it is trying to place in jobs). The metro office of the National Alliance of Businessmen has acted as the neutral coordinating unit in several cities employing this type of clearinghouse for job development.

Employer relations: Adequate job development and placement programs for ex-offenders depend most heavily upon employer relations. Employers are usually skeptical of prison based training, and often rightly so. They must be assured that CETA training programs are realistic and effective, that the offenders have been coached in the World of Work, that offenders will be able to follow work rules, and that the chances of reversion to criminal activity are remote. It is essential to maintain the credibility of the training programs by keeping records on the achievement of enrollees, certificates received, hours of training and course offerings completed. These records can help "sell" the employer on hiring an offender.

Involving employers By speaking to ex-offenders, advising on training programs, observing clients in training or in work experiences, and participating in assessment of program progress, employers can gain first hand experience in educating the offender. Employers must be assured that the offender program will not unduly "pressure" them to hire a particular referee, and that the program will have advice and support when difficulties arise. If employers are involved in preparing the offender for work, perhaps the relationship between the offender and the employer will improve. Subsidized employment is a major tool to persuade employers to begin to hire offenders. Such programs must be used with discretion, and with fair treatment of all eligible employers. Small employers in marginal businesses may be most appreciative and in need of subsidy before they can hire offenders or other severely disadvantaged employees. Some employers, particularly larger ones, would rather hire offenders in non-subsidized jobs. In this way they feel less obligated, and freer to dismiss the employee if things go wrong.

Employment and guidance council

A useful technique is the establishment of an Employment and Guidance Council, with voluntary membership by local employers and unions. These employers should include officials of local hospitals, educators, and other government officials. The members of the Council meet with offender program participants, professional psychologists, and other staff members to discuss with program participants all problems which may affect their employability. Discussions focus on motivation, realistic nature of aspirations, and job availability. Recommendations for action by each offender participant may be made, with staff follow-through for implementation.

In order to anticipate, ameliorate or resolve program difficulties, it is important that offender programs have intensive and operable feedback and follow-up programs. The feedback and follow-up can be implemented as a component of the prime sponsor's overall effort to qualify enrollee characteristics, report on training and employment situations, and compute total cost per trainee. In the case of offenders in training or employment, potential problems must be spotted and assistance given to the offenders.

Difficulties which arise must be resolved promptly. Feedback should include an analysis by the offender program staff, preferably in conjunction with trainer or employer.

Follow-up with employer

Follow-up on offender progress should be more than a routine telephone check with the employer. It should also involve the offender and his or her family or coworkers, if feasible. The objective of the follow-up should be identifying problems, finding solutions, and checking on the progress of the participant. The employers should be coached and encouraged to deal with any special problems of the offender. As soon as possible, follow-up support should be tapered off and the situation be allowed to develop into a normal employer-employee relationship.

SESA relationship

Good relationships with State Employment Security Agencies are desirable at each step of the offender programs, and can contribute to successful job development and placement programs. There is a need to coordinate placement efforts with the local Job Service Office of the State Employment Security Agency (SESA) and with other community programs dealing with placement of disadvantaged people in jobs.

In many large cities, the SESA operates a Job Bank and Job Matching. This can be the major source of job opportunity information for the offender program. In certain instances, the SESA may be the major placement agency; in others, placement efforts may be made directly by the staff of the offender program. In either case, there must be full understanding and as much cooperation as is feasible. One option is for the SESA office to operate a clearinghouse to all job development and placement efforts, or for another agency to be so designated, if agreement and operating procedures can be worked out.

Job matching

Job Matching is a service in which computers will use stored information on job orders and applicants and match this information to the characteristics of the applicant to come up with the most suited person for the job. These computerized systems assure a more comprehensive and faster search of applicant and job order files. (Twenty state agencies have initiated plans to install automated matching systems.)*

Employment service counseling

Another service to provide to individual job seekers is employment service counseling. The employment counselor may refer the client to other agencies offering a variety of services such as rehabilitation and psychological counseling if needed. The employment service counselor is familiar with the availability of such services within the local community. (See "Supplemental Resources" in this Chapter.) A second important function of the employment counselor is follow-up. Following referral, training, and/or other services, the counselor will attempt to determine if additional services are needed. The counselor may also ascertain the suitability of the applicant's referral, the progress in the new situation, and if employment problems have been resolved.

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*"Program Fact Sheet," U.S. Department of Labor, Employment and Training Administration, Office of Information, February 1977. (GPO 913-466.)

Cooperation between SESA and CETA

In many instances, the SESA serves primarily the job-ready population, while the CETA prime sponsor is the employability developer for the non-job-ready client population. (Practically all offenders fall into the latter group.) CETA and SESA offices can be co-located to facilitate cooperation and exchange of information and clients. Joint mobile units may be used to reach clients of both organizations in rural and remote areas. Testing and other procedures for client evaluation may be centralized in SESA offices, with referrals being made as appropriate to other SESA or prime sponsor offices. The offender program of the prime sponsor must operate within the overall understanding of relationships between the prime sponsor and the SESA.

Public service employment

Public service employment under CETA is one clear alternative for ex-offenders. It is a logical placement for transitional jobs of varied duration. Such jobs give the ex-offender a work history and skills which then are marketable with private employers or for permanent public jobs.

However, public service jobs under CETA cannot be considered as the sole or main source for placement of ex-offenders. Other groups have claims for public service jobs, and there are not enough for everyone. Some offenders will be ready to go to work in jobs without training or support service components; others will need to be assigned only to those public service jobs which also provide training and support services.

Prime sponsors should set example

A major problem in public service employment is the existence of articifical barriers to employment. Some public jurisdictions bar all or certain types of offenders from all government jobs; others bar them from regular jobs, or from those with a chance for advancement. There is a special obligation for the prime sponsor staff to work with other representatives of the local and state government to reduce or eliminate these artificial barriers. To the extent that progress is made in eliminating these barriers, not only will placement opportunities for ex-offenders be enhanced, but local private employers can be challenged by the good example of the government employers.

A technical point

One technical point in the regulations must be noted and observed. A CETA participant cannot be transferred immediately from a Title I program into a public service job under Titles II or VI because a 15 week period (Title II) or 30 day period (Title VI) of unemployment is required for eligibility for public service jobs. This gap in income may be very important to an ex-inmate who needs a steady income during the first months out of confinement. In such cases, referral to a public service job first can then be followed by an immediate transfer to a Title I program. Such a procedure often matches the practical situation, since Title I training groups may form only periodically, while public service jobs may be available immediately.

Public service jobs for offenders

The best potential sources of public service employment for ex-offenders are: in new careers where competition has not yet begun in areas of the helping services where former offenders can function as staff members, paraprofessionals and aides, such as methadone centers, courthouse day care centers for those awaiting trial, relocation centers, social welfare agencies, emergency clinics of local hospitals, and municipal construction job sites. The prime sponsor, to be creditable in placement efforts, must employ ex-offenders, not just as special counselors but also in clerical or administrative jobs in the offices of the prime sponsor. The involvement of successful ex-offenders in advisory groups and councils concerned with reducing barriers and placing other ex-offenders can also be valuable.

Need for linkage

C.2(f) Criminal Justice Intervention Programs and Examples for CETA. The proceeding discussion of CETA services to offenders has been divided into specific subject matter for ease of presentation and analysis. However, offenders need comprehensive and coordinated services which include training, support, and placement assistance in order to have a fair chance of survival in the job market. Indeed, the Department of Labor's experience with providing training services to offenders in contact with criminal justice has demonstrated the need for formal linkages between these two groups. When the provision of training or other services is not coordinated with the demands of criminal justice, the effectiveness of programs diminishes. Coordinating services and pooling resources increases the competence of both components.

Need for coordination

The programs and examples below demonstrate the many ways linkages may be formed. They run the gamut from a specific instance to statewide coordination projects which encompass multiple programs. Two points of view are presented. One demonstrates the need to coordinate government efforts with individual offenders' desires, and the other illustrates how the activities of differing governmental agencies can be coordinated. Coordination may be accomplished at both the state and local levels and may also include Federal agency activities. A single activity, such as a half-way house, could be coordinated with a multiple project such as employment and training services. The unifying factor is the provision of all the necessary services subsequent to intervention. Thus, providing training in the institution requires pre-release counseling and coordination with parole, as well as job availability and placement. Intervention at parole does not require earlier training program participation. In essence, CETA picks up where criminal justice leaves off.

Example A - Pre-Trial Diversion. This is a pre-trial diversion project serving men and women who are referred at the discretion of the prosecutor. The decision to refer the defendant to the program is made before filing of formal charges. To be accepted into the program, the offender must be: at least 17 years old; a resident of the area; and arrested for a non-violent felony. Program eligibility is generally limited to first offenders; those with a history of "anti-social" behavior are not allowed to enter the program.

(Con't.)

Example A (Con't.)

Each individual referred to the project is assigned a counselor for orientation who works with the client to develop a realistic treatment plan for a period of up to one year. Clients can work, go to school, receive counseling and/or attend vocational training classes. The treatment plan is drawn up as a formal contract and signed by the offender, his/her counselor, and a prosecutor-designate. If the client follows through with the plan, program administrators recommend to the prosecutor that he/she dismiss the case and expunge the client's criminal record.

Orientation to any of the CETA program components that comprise the rehabilitative plan can be undertaken directly at CETA facilities in liaison with the offender's prosecutor-designate and counselor. The counselor may be situated permanently in the Prosecutor's office under Title II and VI authority.

A similar course of diversion action can be undertaken by bail agencies, unions, and non-profit private institutions having special interest for offenders. These groups interview all arrestees and make recommendations to the court. After the conditions of release have been established, they make referrals to public and private agencies.

Example B - O-J-T for Work Release. Establishment of the on-the-job training programs for offenders on work release, conditional parole, or probation with training schedule timed to coincide as closely as possible with termination.

Example C - Correctional Intake Unit. While any CETA prime sponsor intake point will accept ex-offenders, a specific intake unit is designated for direct referrals from the criminal justice system. Participants come from two sources:

1. Release from a correctional institution.
2. Diverted from the criminal justice system.

Limitations may be placed on participation of those addicted to alcohol or drugs, and the program may have a minimum age limit in order to make job placement a viable outcome. Diversions from the criminal justice system

(Con't.)

Example C (Con't.)

are generally limited to misdemeanor offenses, with no prior adult offenses. The correctional intake unit will offer these services:

1. Placement services to the job ready.
2. Training referrals for others.
3. Counseling and testing to assist clients to understand their limitations and potential in the job market.
4. Support services to those with special barriers to becoming employable.
5. Provision of labor-market and job-funding information.
6. Job search clinic.

In order to operate properly, the unit must have outreach into the criminal justice system, to inform the personnel of that system of program objectives and content, and to gain their cooperation in regular referrals of eligible participants. It must also relate to the overall job search, job bank, and other job finding and referral systems and resources of the prime sponsor and the SESA. It must have an intimate knowledge of all training and educational resources, slots for participants.

Example D - Job Readiness Workshops Plus Placement - Work-site monitoring. This project features the following key elements:

- workshop on job acquisition and the world of work
- client assessment
- subsidized and unsubsidized jobs
- skill training referral.

The workshop emphasizes role-playing as a major means of learning how to get and to keep a job. The topics covered and tested at the end are:

- how to read and interpret want ads
- how to make job telephone inquiries
- how to appear and act in a job interview
- how to explain criminal records to an employer
- how to fill out job applications and resumes
- employer expectations and job discipline
- knowledge and articulation of proper attitudes to keep a job
- job-related skills--communication, transportation, etc.

The project provides for subsidized employment when unsubsidized employment is not available, and for basic education tutoring for those who need it for job survival. Job placement is followed-up by monitoring

(Con't.)

Example D (Con't.)

visits. A major purpose of the visits is to build the confidence of participants so that they can look forward to unsubsidized employment in the regular job market. The whole work site, not just the participant, is monitored.

Example E - Work Training Release from Correctional Institutions. In a statewide work-training release program, inmates are transferred to institutions near their home areas. Since the motivation of inmates is difficult to determine, screening for eligibility must be based mainly on the record of the prisoner while in confinement, plus expression of a vocational interest in an area where such work and training was available. The applicants should also be tested and otherwise evaluated in an effort to determine if they have the intelligence, education, and aptitudes to succeed in the areas of occupational interest. Release can be for the purpose of education, training, or work, or for an appropriate combination of these. Usually, prisoners will be found to be deficient in formal education and reading and math skills, although they may be verbal and "street wise". Hence, care should be taken to ensure that sufficient education is provided in each prisoner's program, and that the prisoner is motivated toward progress in educational attainment. Education and training should be scheduled so that there are no long vacation breaks, otherwise interest lags and progress is slowed, or the inmate drops out. Participants may need support on family problems, which may surface in view of their new release status and their being nearer home. Psychological difficulties and anxieties may also be accentuated by the new situation and pressures to succeed in new endeavors. Physiological barriers to educability may also appear, and puzzle teachers and counselors. Accordingly, the program must have sufficient support personnel, preferably working as teams and well-trained in spotting and bringing resources to bear on mental, education, health, family and related problems. The job-finding program begins well in advance of program announcement, so that prisoners do not have to wait long periods after acceptance before going to work. Further, instructors and teachers in the program need to be well-briefed and able to relate to the participants. Close and careful follow-up on progress in training and work is essential to program success. Crises must be anticipated if possible, and in any event prompt and effective support extended to educational personnel, employers, and others when difficulties arise. A related public relations program is probably needed to reassure the public when individual incidents occur (such as escapes), and to put program failures into the context of overall program results.

The examples presented heretofore generally have emphasized one specific feature of a program for offenders. The following examples are of a more comprehensive nature and are presented here to underline the importance of comprehensive programs for offenders. As stated previously, the examples are meant to illustrate how programs have operated in the past or are currently operating. Those programs cited may not exist in the future. They are, however, representative but are not meant to dictate how a CETA prime sponsor must function.*

Program A. Contract Between Offender, Criminal Justice and Employment/Training Agency. As the intervention models discussed before show, agreement may be made between offenders and criminal justice agencies which are similar to legal contracts in that each party gives up some rights in exchange for the other party's also giving up a right. Thus, the police "give up" the right to arrest or the prosecutor to file charges, in exchange for the offender giving up the freedom to not participate in a service program. Regardless of the legal enforceability, this exchange of promises looks like a contract.

More complicated contracts may also exist which involve three or more parties. In the "Mutual Agreement Program" (contract parole), the correctional agency, the offender and the parole board agree on a service program in which the offender will participate, the correctional agency will provide and the parole board will honor by setting in advance a date on which the offender will be paroled. Employment/training agencies may participate as the vehicle whereby the correctional agency provides services to the offender.

Program B. Comprehensive Pretrial Intervention/Diversion Program. Employment and training services may be provided as a "diversionary" substitute for criminal justice prosecution at several points. They include:

- police arrest diversion
- prosecution diversion, (deferred prosecution)

(Con't.)

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* See Appendix B of this TAG for identification of examples and possible contract information.

Program B (Con't.)

- pretrial diversion (intervention)
- deferred conviction
- police arrest diversion involves the decision by the police to forego formal arrest procedures by substituting the referral of an individual (generally a youth) to a service agency such as employment/training program. If the referee does not report to the assigned program or participate in it, the police may, if they wish, then proceed to arrest the individual and ask the prosecutor to proceed with formal charges.

Prosecution diversion involves the decision by the prosecutor to file formal criminal charges against a person arrested. Instead, the arrestee is assigned to participate in a service program such as one providing training for a specified period of time, usually 90 to 180 days. Generally, only arrestees with minor charges against them are in this type of program. Non-violent property crimes such as shoplifting, or possession of drugs are typical examples of participant charges. If the participant does not succeed in the program, the prosecutor may then file formal criminal charges. Note, deferred prosecution is for the prosecution to waive filing for an arrest warrant where grounds for asking a judge for a warrant exists.

Pre-trial intervention is similar to deferred prosecution in that formal criminal charges are suspended, although filed. In some jurisdictions, the prosecutor may act unilaterally to defer prosecuting the filed charges. In others, the prosecutor may act jointly with the judge and in a few states only the judge can order or permit deferral of prosecution (even if the prsecution objects to deferral). Participants in these programs have more serious charges against them than do those in deferred prosecution programs. Selection criterial may also be especially targeted to include drug offenders only or to exclude them. Few intervention projects have both types of participants due to the difficulty of meeting both their differing needs for services. Program participation may last for three to twelve months.

Deferred conviction involves the delay of the court in accepting a plea of guilty from an accused. Instead, the defendant will participate in a service program, where, if successful, the plea of guilty will be withdrawn and charges dropped. Both the prosecutor and judge must act together to defer acceptance of a plea of guilty. Considerable legal question exists where a program participant is unsuccessful and is not permitted to withdraw the plea or the plea is entered as evidence in a subsequent trial. As a result, this type of program is less frequent

(Con't.)

Program B (Con't.)

than other intervention programs. A more frequent occurrence is the for the judge to suspend conviction after evidence has been submitted at trial or where a conviction and sentence to probation is expunged pursuant to state statute upon completion of one year probation. Statutes relating to "expunging" are generally limited in application to first offenders, and in some cases drug possession cases only.

Program C. Supervised Release/Defense Rehabilitation Service. Services are provided to offenders in the period between arrest and conviction. Depending upon the mode of intervention, such services may be the primary focus of the intervention or merely secondary. The two major modes are: pre-trial release; and defender services.

With pre-trial release, employment/training services are utilized by the court as an element in the decision to grant release from custody prior to trial. In borderline cases, staff of the bail agency or probation service will supervise pre-trial releases, who otherwise would remain in custody because of inability to post money bond (bail). The availability of services insures that the releasee will be gainfully occupied thereby making the task of supervision a manageable one.

Defender rehabilitative services are intended to provide the court with the information demonstrating the rehabilitation potential of the convicted offender. Success in an employment and training program during the pre-trial period will serve the purpose for both misdemeanant and felon. A variation of the intervention is to provide assessment and placement planning services in the period between conviction and sentencing. In felony cases this period lasts for up to two weeks. For these offenders, training services are used to demonstrate to the sentencing judge the availability of probation or partial custody alternatives to prison.

Program D. Opportunity Clearhinghouse. The underlying philosophy is that offenders have poorer chances of success going through regular intake, since they have poor self images, counselors and placement personnel are not trained to deal with offender's special problems, employer attitudes are often negative, and given a list of clients, ex-offenders would be

(Con't.)

at the bottom of the list and consequently the last served.

The Clearinghouse concept was based on the following underlying principles:

- cost sharing
- use of success indicators
- elimination of competition and non-duplication of services
- willingness to collect data and participate in a unified research effort

A halfway house and a methodone clinic have participated. Currently participating agencies, each of which contribute staff, are: the State Board of Probation and Parole, the Department of Corrections (Community Service Centers), the local CETA, and the local employment service. Client intake for the Clearinghouse comes solely from participating agencies. Other ex-offenders must go through regular CETA intake. For every contribution of a full time staff person or its equivalent in rent, equipment, etc., a participating agency can send three clients per week to the Clearinghouse.

The Clearinghouse provides employability services including job development and placement, and referral to vocational training programs. Placement services include:

- job referral through SESA and job banks
- client-specific job development and on-the-job training contracts
- referral to CETA financed job development contractors
- referral to job opportunity training
- use of the Clearinghouse non-profit Hiring Hall
- a six-week CETA subsidized work adjustment program
- referrals to Public Service Employment
- vocational counseling and job survival training
- follow-up coaching

(Con't.)

Training services include:

- vocational exploration and evaluation
- referral to Division of Vocational Rehabilitation, Veterans Administration, or Basic Grants
- referrals to CETA sponsored vocational training or adult supported work opportunities
- follow-up placement services.

About 80% of Clearinghouse client services are financed by CETA monies. About 14% of all CETA clients in the prime sponsor's area are offenders under criminal justice agency supervision, and half of these are from the Clearinghouse.

The Clearinghouse is strictly for ex-offenders who are ready for training or employment. Offenders with any major problems or impediments are referred to other agencies to help solve those problems prior to return to the Clearinghouse.

The Clearinghouse now plans to begin a new set of services for high risk clients.

First, intake forms are completed and base data collected. Clients then receive orientation and initial vocational assessment in structured group activities, aimed primarily at determining their level of motivation toward employment, their job skills and deficiencies, and whether or not the Clearinghouse can adequately serve them.

The assessment and orientation component provides more detailed vocational counseling, referral to special services, or special programs. The assessment and orientation counselors develop options for services for those clients needing them. Each client is assigned to a particular counselor.

Referral and placement includes finding and developing position openings, and referring clients to those openings, as well as to other services. The prime sponsor makes available daily job listings and a SESA job placement technician is stationed at the Clearinghouse. Job orders specify the skill level, education, and experience required of applicants and other appropriate information. Job Order and Employer Contact forms, as well as inventory techniques and schedules, are coordinated with those of the prime sponsor's job inventory unit. A job developer attempts to place a specific client when other efforts of the job placement have failed.

There are two current evaluation standards:

- CETA Perspective - the percentage of Clearinghouse clients employed/ total terminated. This is expected to be 90% as good as regular intake centers.

- CJS Perspective - the percentage of clients referred from the CJS in training or employed.

Program E: Employment and Job Stabilization. One large city has a job development and placement program whose goal is to reduce recidivism by securing employment for ex-offenders and stabilizing them on the job. This program strives not only to place clients in employment, but also to increase their job retention. The stated goals of the program are:

- the placement of ex-offenders in meaningful employment; and
- the provision of social service support in order to keep them working by meeting their primary human needs (medical care, housing, food, etc.) and by matching them with citizen volunteers.

The program is sponsored by a non-profit foundation which also operates a one-to-one counseling program, and a job employment services program for probationers.

The program does not attempt to appeal to area employers with the "social conscience rationale", but rather with the following:

- the foundation is sensitive to the problems and demands of industry;
- the program's screening, counseling, support and follow-up and services make it an extension of companies' personnel departments;
- the program is the only private program exclusively providing industry with a large pool of available workers;
- the program can help companies with government contracts to fulfill their affirmative action plans since 80% of the program's clients belong to disadvantaged minorities;
- the program makes a special effort to follow up on its job placements at five, thirty, and ninety-day intervals, after which it continues to maintain periodic contacts.

A major program objective is the placement of offenders in unsubsidized employment positions and to enhance the employability of ex-offenders through alternative programming, that is, G.E.D., vocational and academic training, etc.

It only serves ex-offenders older than 18 years old who reside in the metropolitan area. Clients are 87.9% black, 94% male, and 70% between 18 and 30 years old.

Funding was obtained from CETA 4% funds through the Governor's Office, the State Department of Correction, the State Law Enforcement Commission and private donations raised by the foundation.

There is a board of directors composed of private sector businesspeople who serve voluntarily. Service delivery is organized in two phases. The

(Con't.)

first is the actual procurement of job opportunities in the private sector, while the second deals with meaningful vocational interests/client match. Job developers are responsible for developing contacts with employers and securing interviews for clients, but job coaches follow up on all interviews and placements.

Four primary service areas are available to program clients:

- intake counseling - personal data and employment history information are recorded to assist the program in helping the client
- orientation - the client is introduced to the idea of one-to-one volunteer relationships
- job coaching- job coaches help the client understand the job market and how to relate to it
- job development - job developers attempt to find meaningful opportunities for the client and match the client with appropriate jobs.

The program is organized so that clients must receive all four services, and no job referrals can be made until clients have undergone all four steps.

The majority of clients are referred by adult parole services. In addition, a program outreach worker regularly visits all nearby penal institutions to enroll interested clients. Appointments are made through institutional counselors. Contact with interested inmates at more distant state institutions is maintained through institutional staffs.

An application form notes personal information such as marital status, education, military status, handicaps, transportation available and living arrangements. Part of the application is a release by which the client gives permission for the program to release relevant information to prospective employers. The application also lists the client's criminal history, vocational skills and interests, and detailed work history. With regard to employment clients are asked to describe exactly what they did, how they did it and which machines and tools were used.

Clients also complete an authorization-for-release-of-information form to be used to develop a meaningful placement in a rehabilitation program for the client.

After intake, clients hear a 35-45 minute program explanation, at the conclusion of which they decide whether or not to participate. Afterwards clients are referred to job coaching. In these sessions, which are held several times a week, a group of applicants and a job coach review the realities of the work world and methods for locating and maintaining jobs. During these sessions the clients complete a self-assessment form in order to help gain a clear understanding of their own needs and goals.

(Con't.)

Each job coach maintains a job coach-client summary sheet. The coach is responsible for a monthly report on what happens to each client seen during the job coaching sessions. This information is obtained through daily log sheets completed by job developers and from referral sheets that they fill out each time they refer a client to a job, training program, or other agency.

After job coaching, the senior job developer matches each client with an appropriate job developer. A client's records remain in the computer file and on paper in the central office file, and are available to job developers as needed.

The job developer's first meeting with a client is primarily devoted to vocational counseling. Also during this interview, the job developer completes an initial interview form which details the client's job skills, previous training, vocational interests and goals, criminal history and tentative plans. After the first interview, clients maintain periodical contact with job developers by phone or in person, and records are kept of each contact, results and agency referral. In addition to maintaining progress reports on each client, the job developers maintain daily log sheets, which are stapled to referral sheets and provided to the appropriate job coach, who is responsible for following-up the job developers' activities. In addition, job developers are responsible for completing client contact forms each time clients receive assistance. This may include: educational services, housing assistance, coaching, legal aid or assistance, physical needs assistance (food, clothing, etc.), medical services. These client contact forms, like all other forms, are referred to the computer specialist.

The job developers set up the interviews, and encourage clients to report back interview results. If the client has been placed, the job coach conducts a follow-up with the employer at five, thirty and ninety days. Job developers use a master list of local employers to develop jobs, and fill out an employer contact form each time an employer is contacted.

Not all clients are referred to jobs. Some may need other special services. In addition, clients are seldom referred to the local CETA prime sponsor program because processing may take two or more months, and most clients on parole need faster placement. Clients in need of educational services are frequently referred to vocational education programs of local community colleges.

Clients needing housing, drug treatment, welfare, or any other services are usually referred to the Supportive Service Unit. These staff members spend several days each week in the community developing contacts within local agencies.

If clients are successfully employed after ninety days, they are positively terminated.

Reports are submitted to the State Law Enforcement Commission, the State Department of Corrections, and the Governor's Office. Supervisors at the probation and parole offices often also receive these reports.

Program F: State-Wide Offender Training Development System. One state has in operation a state-wide offender training development system (OMDS). A major purpose is to provide rural offenders greater opportunity to obtain full-time employment within their counties of residence. This discourages their migration into urban areas where anti-social behavior may be reinforced.

The OMDS is integrated into the present CETA delivery system that uses an employability development team approach, with supportive service, education and job training components. The team develops and implements an employability plan which is consistent with the participants' capabilities and goals. The following functions are provided:

Training Services	Support Services	Education and Training Action
Outreach/recruitment	Transportation	Classroom training
Intake	Health care	On-the-job training
Orientation	Child care	Work experience
Counseling	Legal assistance	Public Service Employment
Coach	Emergency aid	
Job development	Residential support	

A staff member with legal background conducts outreach and recruitment, is a part of the employability development team, the ombudsman for offenders, a trouble shooter on offender and offender program problems, and helps sell employers on the concept of offenders as constructive members of the work force. A close working relationship has been developed with the various local criminal justice agencies. They are kept involved by frequent reciprocal visits with the center and are sent monthly progress reports about their referrals.

Each offender entering the program is guaranteed a public service job immediately upon enrollment. During this transitional employment, the offender receives counseling, is assessed, develops and learns adequate work habits, and participates in constructing an individualized employability development plan. This plan is a process whereby the offender defines his or her barriers from a list of 18 broad potential barriers. Some are asked to write a short autobiography. Then, together with staff members, they set up a plan, outlining both short and long range goals.

The employability development teams underwent initial staff training in how to deal with offenders and their special problems. The offenders are integrated into the ongoing program and are not segregated in orientation or classes. However, the staff uses their learning and experience to deal with the unique problems of the offender on an individual basis.

The plan calls for counseling offender participants at least weekly. After employment, follow-up is provided on a weekly or bi-weekly schedule for 6 months. These counseling and follow-up schedules are much more intense than for the average CETA client, in view of the special problems of the offenders. The same staff works with the clients throughout their participation, from intake, assessment and counseling, through placement and follow-up.

Program G - State-Wide Program Administration. This state-wide program is a systematic attempt to reduce the fragmentation of the services in the correctional area at the local level by providing help to the successful programs which have been operated by the various components of the local correctional system. To ensure continuity of effort and total coordination, a central administrative unit is responsible for the implementation and operation of this statewide network. The specific duties of this administrative unit include, but are not limited to:

(1) Identifying service vendors
(2) Generating local interest, support and matching funds
(3) Subcontracting with local service vendors
(4) Developing a statewide management information system
(5) Serving as liaison between 42 Department of Corrections Field Service Staff and Offender service vendors
(6) Developing an institutional in-reach component
(7) Developing fiscal procedures and maintaining fiscal accountability
(8) Setting the performance standards
(9) Evaluating each project component
(10) Staff development on a statewide basis.

The primary sources of funding are CETA, LEAA, and state general revenue funds.

In addition to those funds, each sub-contract has been matched at a rate of not less than 30% by local funds. The primary source of this local support has been CETA Title I and Title VI dollars, generated by the Local Prime Sponsor in each respective area. These matching funds do not, of course, include training slots and other allowances.

One of the primary components of the Program is the Management Data System (M.D.S.). M.D.S. is a functional management tool enabling the project administrator to monitor, plan, and evaluate programs and staff activity. By maintaining on-line data in three files--client, staff, and employer--M.D.S. has the capability of generating over 1,000 diversified management reports on a daily basis.

Program H - Two Comprehensive Offender Services - COPE and COMP. Efficiency and fairness require that there be coordination between the criminal justice system and the various CETA agencies working with offenders. The "Mutual Agreement" example (see Recruitment and Screening Component) illustrates one decision-specific methodology to achieve coordination. Another method is to insure that services to offenders are available at all points of the criminal justice system and that there exists a coordination mechanism for their integration:

Coordinated Offender Project Effort (COPE) is an effort to link the state planning agencies for criminal justice and manpower. As originally conceived, the Department of Justice (Law Enforcement Assistance Administration), Labor, and HEW would coordinate their activities within each state in the Governor's Office. One agency would be designated as having the primary responsibility for coordination among the relevant state agencies. In several jurisdictions, the COPE concept has been implemented at the local level and coordinates the Federal, state and local agencies in the municipal or county area.

Another "planning" model is the Comprehensive Offender Manpower Program (COMP) whereby the state manpower agency is responsible for providing state-wide manpower services to prison inmates, parolees and probationers. Various services and programs of state corrections may also be integrated into the plan. This includes prison industries. The state may also review its hiring restriction of ex-offenders and reserve positions for them by administrative action. Institutional training, pre release employment planning, job development and placement are common program elements. Another smaller version of COMP called the model ex-offender Program (MEP) is often concerned primarily with statewide programs.

C.2(g.)

Supplemental resources

Supplemental Resources--Federal, Public & Private. The chart which follows lists specific Federal, public, private, religious, profit and non-profit organizations which provide one or more services to offenders and ex-offenders. These services can be utilized by CETA prime sponsors to supplement their own offender services.

Part I

Part II

The chart is divided into two parts. Part I recognizes those Federal agencies which, by mandate or regulation, provide services to offenders and ex-offenders. Part II illustrates those agencies --public, private, religious, profit and non-profit--that also have programs for or provide services to offenders and ex-offenders.

Stronger programs in some communities

The agencies and organizations cited are described from a national level viewpoint. Most agencies, however, do provide resources on a local or community level. Persons involved with offenders should check their local agencies for these services.

"Link"

In some communities, a specific agency or organization may have a stronger program for offenders than other agencies or organizations. An effort should be made to contact various agencies on an individual basis to determine the extent of the services offered.

The column entitled "Link" indicates the connection to one or more of the program components discussed in Chapter V, Part C.2.

FEDERAL RESOURCES

Name of Agency	Activity/Role	Services Available	CETA Program Component Link
ACTION	Umbrella for many volunteer programs and various agencies throughout the country who work with juveniles, pre-release offenders and ex-offenders	Delinquent prevention Emergency services Assists rehabilitated offenders to re-enter society Employment	Child services Supportive services Special counseling Job placement
Civil Rights (Handicapped)	Rehabilitation Act of 1973 prohibits discrimination against physically and mentally handicapped individuals, including ex-offenders, in Federally assisted programs.	Utilizes all federally-sponsored services	Recruitment and screening Intake and orientation Supportive services Training and education Placement and follow-up
Civil Service Commission (CSC)	Rehabilitation Act of 1967 and Amendments of 1973 mandated that rehabilitated offenders be given equal and fair treatment for employment.	Supports the employment of rehabilitated offenders by providing training courses for coordinators and other agency officials Furnishes technical advice and assistance	Job placement Employer relations

(Con't.)

FEDERAL RESOURCES

Name of Agency	Activity/Role	Services Available	CETA Program Component Link
Civil Service Commission (CSC) (Con't.)	Maintains liaison with Federal and state agencies concerned with the rehabilitation and employment of ex-offenders Cooperates and assists agencies in screening, referral and follow-up of rehabilitated offenders		SESA relationships Public service employment
Department of Commerce/ Economic Development Administration (DOC/EDA)	Public Works and Economic Development Act of 1965, EDA, helps generate employment opportunities and improves levels of living in needed areas.	Employment Housing	Job development Job placement
Department of Health, Education and Welfare (DHEW)	Community health services--makes health care readily available, accessible and affordable to all in need of the services. Vocational Education Act of 1963 and Amendments of 1968	Individual and family health care, family planning, etc. Assists persons in acquiring and maintaining knowledge and skills in occupations, services delivered locally	Health services, including therapy Vocational training

(Con't.)

FEDERAL RESOURCES

Name of Agency	Activity/Role	Services Available	CETA Program Component Link
Department of Health, Education and Welfare (DHEW) (Con't.)	Adult Education Act of 1966	Enables adults to complete secondary education	Related and general education
		Assists them to become employable	World of work and job readiness
		Services must not exclude those who are, or have been, institutionalized.	Educational counseling
			Vocational training
	Vocational Rehabilitation Act of 1973	Services are available to mentally and physically handicapped in preparation for employment.	Recruitment and screening
		Vocational rehabilitation relies on referral services and mandates that a good referral system must be developed for those ex-offenders eligible for vocational rehabilitation.	Special counseling Temporary financial support
	Title XX of Social Security Act of 1975	Provides direct services from local and state agencies and purchases services from public agencies and private providers	Family and child services Health services, including therapy Housing, transportation, legal and miscellaneous services

(Con't.)

FEDERAL RESOURCES

Name of Agency	Activity/Role	Services Available	CETA Program Component Link
Department of Housing and Urban Development (DHUD)	Community Development Block Grant provides funds to a wide range of local community development activities.	Develops adequate housing, better living environment and economic opportunities to lower income group	Job development Employment
	Homeowner assistance to low and moderate income families and rehabilitated offenders if the banks are willing to give them credit	Housing	Housing
	Public housing is available to those who meet the criteria, including persons who were in institutions.	Community service program --day care, health services, recreation, education, and transportation	Family and child services, health services, housing transportation Education
Law Enforcement Assistance Administration (LEAA)	With the establishment of Omnibus Crime Control and Safe Street Act of 1968, block grants are provided to state and local governments for the purpose of controlling crime and improving the criminal justice system. A network of agencies and programs are provided to CETA sponsors that focus on offenders.	Job training Job placement	Vocational training World of work and job readiness Job development Employer relationship SESA relationship Public service employment

(Con't.)

FEDERAL RESOURCES

Name of Agency	Activity/Role	Services Available	CETA Program Component Link
Law Enforcement Assistance Administration (LEAA) (Con't.)	• State Criminal Justice Planning Agency (SPA) - focuses on program activities at state and local levels • Regional Planning Unit (RPU) - program development and implementation at the grassroot level • Criminal Justice Coordinating Council (CJCC) - works primarily with large metropolitan area		
National Institute of Drug Abuse (NIDA)	It was mandated that NIDA, network of Community Based Dry Treatment Agencies, give high priority to ex-offenders. A wide range of treatment modalities and support services are offered. Improved inter-agency coordination at state level for ex-offenders by requiring the single state agency for drug abuse presentation to provide consultation and develop new programs with the State Planning Agencies for Law Enforcement Assistance Administration.	Outpatient services Methodone maintenance Residential theraputic community	Special counseling Family and child services Health services, including therapy Housing

(Con't.)

FEDERAL RESOURCES

Name of Agency	Activity/Role	Services Available	CETA Program Component Link
National Institute of Mental Health (NIMH)	Development of Correctional Treatment Centers in the community that serve probationers and parolees of juveniles and adults	Individual and group counseling Social work and street work Behavioral modifications Guidance group interation Transactional analysis Differential treatment Work furlough on work-release Various innovative treatment methods	Special counseling Therapy
Small Business Administration (SBA)	Provides assistance to rehabilitated offenders only after they are released from parole and probation After a few years of being released, consideration (depending on offense) for assistance is given to ex-offenders. Examines records to determine if their character is good or bad before providing assistance	•Employment	Job development Employer relations

(Con't.)

FEDERAL RESOURCES

Name of Agency	Activity/Role	Services Available	CETA Program Component Link
Veterans Administration (VA)	Title 38 of U.S. Code mandates that VA develop an extensive outreach program to serve all veterans, including offenders or rehabilitated offenders. Visits prisons and jails to evaluate and assess needs of the offenders, ex-offenders, or their families Once paroled or probationed, an effort is made to find employment and if necessary formal or vocational training is provided.	Recruitment and screening Referral Financial assistance Medical services Emergency services Extensive family services Housing Employment Education Training	Recruitment and screening Special counseling Financial support Family and child services Health services, including therapy Housing, transportation, legal and miscellaneous services Vocational training Educational counseling Job placement Job development Testing and evaluation

PUBLIC & PRIVATE RESOURCES

Name of Agency or Organization	Activity/Role	Services Available	CETA Program Component Link
American Civil Liberties Union (ACLU)	Works with groups, not necessarily on an individual level, in relating the status of ex-offenders for the purpose of removing disabilities, stigmas or disqualifications. Combats job discriminations for ex-offenders who are disqualified because of records Sealing of criminal records or convictions where states permit Restoration of civil rights of ex-offender where states permit	Technical assistance to Legal Aid Society, etc. Referral services	Legal services
American Federation of Labor-Congress of Industrial Organization-Human Rights Development Institute (AFL-CIO-HRDI)	Union affiliations provide link with apprenticable trade Job development and job placement Catalyst to break down myths and taboos about offenders Breaks down barriers for skilled and trained offenders	Refers to local service agencies Pre-release classes Group counseling Defines needs Analyzes basic problems	Recruitment, screening Special counseling Therapy World of work and job readiness Financial support, family and child services, housing, legal services, etc.

(Con't.)

PUBLIC & PRIVATE RESOURCES

Name of Agency or Organization	Activity/Role	Services Available	CETA Program Component Link
American Federation of Labor-Congress of Industrial Organization-Human Rights Development Institute (AFL-CIO-HRDI) (Con't.)	Assists non-profit organizations to establish programs for ex-offenders	Prepares for world of work Emergency services Evaluation Follow-up services	Evaluation and testing Feed-back and follow-up
American National Red Cross	Mandated to provide services to everyone in area of disaster, relief or emergency program ser services to Veterans and their families, including blood donor and safety programs. Community Volunteer Program for both adults and juveniles for the purpose of upgrading lives of those who have "brushed" with the Criminal Justice System	Clothing Housing Family services Option to Incarceration Program that provides ex-offenders who come to Red Cross an opportunity to volunteer their time in the community rather than going to jail	Housing Miscellaneous services Family and child services Counseling

(Con't.)

PUBLIC & PRIVATE RESOURCES

Name of Agency or Organization	Activity/Role	Services Available	CETA Program Component Link
Big Brothers of America	Seeks to eliminate juvenile problems by showing a personal interest in the youth by matching to an adult volunteer Works with juveniles who do not have a male figure in the home and/or lacks a positive male identity	Rehabilitation program and orientation Counseling Refers to other social service agencies Follow-up Provides training to adult staff	Intake and orientation Special counseling Feed-back and follow-up Therapy
Goodwill Industries	Works with ex-offenders to help them adjust and "fit-in" to the mainstream of society	Job readiness Evaluation Work experience Training Employment Referral services Follow-up	World of work and job readiness Evaluation and testing Vocational training Job placement Supportive services Feed-back and follow-up

(Con't.)

PUBLIC & PRIVATE RESOURCES

Name of Agency or Organization	Activity/Role	Services Available	CETA Program Component Link
International Halfway House Association (IHHA)	Umbrella for halfway houses throughout the country that work with ex-offenders, drug abusers, and other persons in need of the IHHA services Serves as a focal point for public and private agencies in addressing issues of social policies and programs Provides a forum for members to exchange ideas and make recommendations about treatment and research Offers educational activities Disseminates information about halfway houses	Treatment modalities Employment placement Vocational placement Counseling Housing	Special counseling Therapy Vocational training Educational counseling Job placement Housing Miscellaneous services
National Association for the Advancement of Colored People (NAACP)	Coordinates and refers ex-offenders to one of the community based Project Rebound Programs	Employment Training Education Vocational services Shelter Social services	Job placement Vocational training Supportive services Housing

(Con't.)

PUBLIC & PRIVATE RESOURCES

Name of Agency or Organization	Activity/Role	Services Available	CETA Program Component Link
National Alliance of Businessmen (NAB)	Catalyst between ex-offenders and employers Solicits employer pledges for hiring ex-offenders Helps eliminate barriers Provides workshops for employers working with ex-offenders	Develops a clearinghouse of jobs Referral to other agencies according to ex-offenders' needs Follow-up service	Job development Supportive services Feed-back and follow-up Employer relations
National Center for Community Action (NCCA)	No organized or formal program, but some work has been done with ex-offenders; cannot refuse to hire ex-offenders because they have records	Provides emergency service to family Housing Follow-up Employs ex-offenders	Family and child services Housing Follow-up and feed-back Placement
National Conference of Catholic Charities (NCCC)	Provides casework services to ex-offenders and their families	Individual counseling Family counseling	Special counseling Family and child services

(Con't.)

PUBLIC & PRIVATE RESOURCES

Name of Agency or Organization	Activity/Role	Services Available	CETA Program Component Link
National Conference of Catholic Charities (NCCC) (Con't.)		Emergency services Referral services Job referrals Halfway residence	Housing Therapy services Job placement
National Urban League (NUL)	Tries to link ex-offenders with unions for training and job placement Designs programs for ex-offenders in work release and housing rehabilitation	Referral services Job training Special counseling Employment	Vocational training Recruitment Job development Job placement Employer relations
Neighborhood Legal Service (NLS)	Provides legal services to anyone with limited incomes for civil matters only	Custody cases/ adoptions/ landlord and tenant problems/ small claims/ divorces/ public assistance recipient	Legal services

(Con't.)

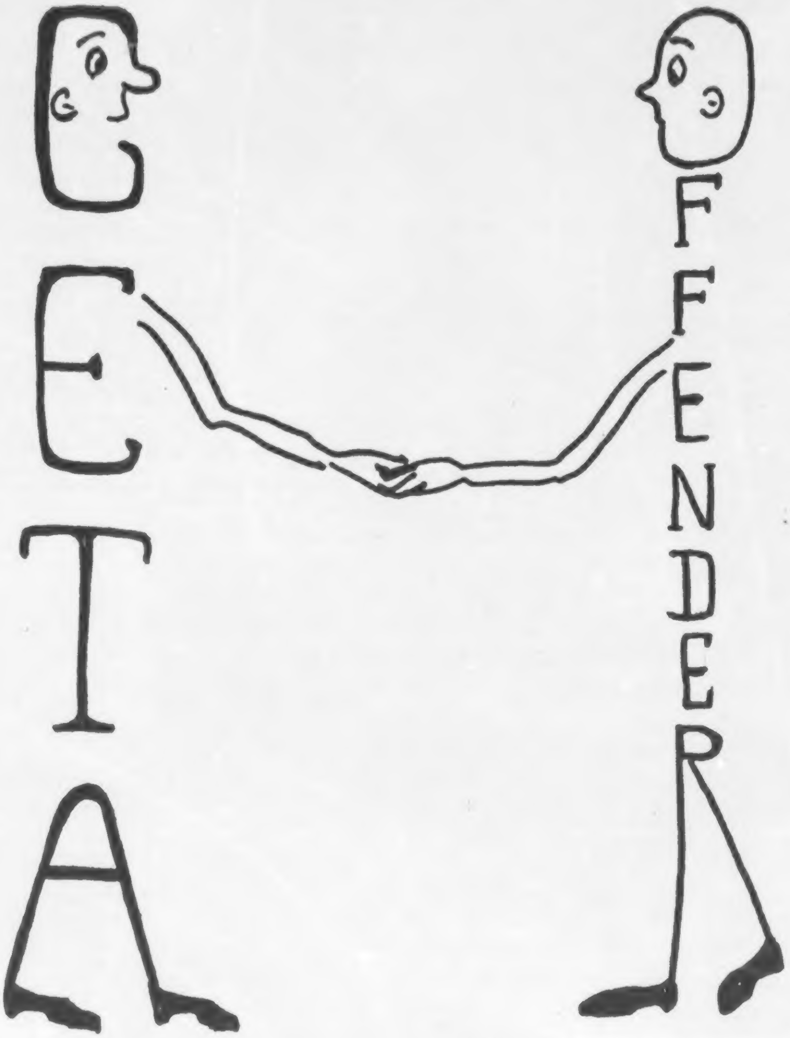
PUBLIC & PRIVATE RESOURCES

Name of Agency or Organization	Activity/Role	Services Available	CETA Program Component Link
Opportunities Industrialization Centers of America (OIC)	National emphasis is to provide skill training to offenders and ex-offenders to move them into the mainstream of employment Prepares offenders and ex-offenders for entry into world of work	Pre-release program Counseling to ex-offenders and families Vocational training	Special counseling Family and child counseling Vocational training World of work and job readiness Educational counseling
Salvation Army	Provides rehabilitation services to alcoholic ex-offenders	Shelter Work programs Training Medical services Referral services Employment Religious services	Housing Vocational training Health services Supportive services Placement

(Con't.)

PUBLIC & PRIVATE RESOURCES

Name of Agency or Organization	Activity/Role	Services Available	CETA Program Component Link
United States Chamber of Commerce	Helps private employers become interested and cooperate in hiring ex-offenders Provides supervision to employers of ex-offenders	Counsels employers of offenders Technical assistance to employers of ex-offenders	Recruitment and screening Employer relations
United States Jaycees	Provides seminars to employers on legality of hiring ex-offenders Works directly with employers Works with parolees and probationers Finds employment and develops new programs or services as needed for ex-offenders Educates the public on ex-offenders	Education Directs ex-offenders to jobs Psychotherapy sessions Finds housing, provides counseling, emergency service Provides services to entire family Provides transportation to family and friends Locates paychecks	Educational counseling Job development Special counseling Therapy and other health services Family and child services Housing, transportation, legal and miscellaneous services Financial support


CETA
OFFENDER

Necessary personnel

C.3. Offender Program Staffing. The major problem faced by any offender program will be attracting, developing, and retaining qualified staff. The offender program will need a sufficient number of well-qualified counselors, job developers, and follow-up personnel to deal with the special problems and needs of offenders. Other personnel such as receptionists, intake interviewers, assessment and testing personnel, instructors, and placement personnel will need special training to work with offenders. While some of the problems of dealing with offenders are no different from those of dealing with other severely disadvantaged CETA clients, staff members often need to be reassured that they will be able to work effectively with offenders. Some staff may be assigned only to the offender program. In other cases, some or all of the prime sponsor staff will handle all types of CETA clients, irrespective of origin.

Rotate assignments

If certain staff members are specifically assigned to offenders, a rotating assignment system to give them relief from this specialized population, and to expose other staff members to the offender program might work out well. Such rotating assignments, however, should be preceded with careful orientation to ensure proper attitudes and confidence on the part of staff members. Staff members can be assured that while offender clients may be difficult to place, working with them can be exceptionally rewarding. Many offenders will be very grateful for any services, and the very difficulty inherent in the offender program may be challenging to many CETA prime sponsor staff members.

Linking with criminal justice staff

Another challenge in working in offender programs is linking with the criminal justice system and its procedures and personnel. Offender staff members should become well versed in CJS personnel and procedures, and have sufficient time to develop personal and effective relationships with CJS staff. They need to break down any stereotypes they have about CJS people, and work to reduce similar biases CJS personnel hold toward them. Regular court, police station, and prison visits, if put into proper context, can be useful in orienting prime sponsor personnel.

Staff training

Staff training about the CJS and offenders will be needed at the outset and throughout the program and for periodic continuing education. Arranging for CJS personnel to teach prime sponsor personnel can be a very good place to start. Often academic courses in the criminal justice system are taught in local schools and colleges by CJS personnel. CETA prime sponsor personnel could attend such courses as part of their training and to establish professional relationships with CJS personnel.

Training in the criminal justice system need not rely only on local resources. In the absence of "formalized training," there is an abundance of sources of information. Other resources include meetings and conventions of corrections personnel, such as those of the Criminal Justice Conference and the American Correctional Association. Governmental associations, such as the National Governors Conference, the National Association of Counties and the National Conference of Mayors, have meetings and conferences which include workshops and discussions of offender programs and the criminal justice system. The publications of these organizations and others concerned with corrections, criminal justice and other programs relating to offenders contain useful information, and subscriptions should be obtained for staff members. A list of such associations can be obtained from the Encyclopedia of Associations, and the National Trade and Professional Associations of the United States and Canada, and labor unions.

Visiting other offender programs provides an opportunity to share information and get new ideas. It is essential to note that the criminal justice system is not really a unified system, and that each judge, prosecutor, and court may have different and varied ways of operation in every governmental entity.

Specialized support personnel

Although most CETA prime sponsors cannot afford to hire some of the specialized support personnel needed to serve all the problems of offenders, they can use outside services. Health services, in-depth counseling, and reality therapy which are needed by many offenders, may have to be contracted out. Specialized personnel of other community services will have to be relied upon more heavily than is usually the case with other CETA clients. Sometimes, special agreements for priority use of such services for offenders will be advisable.

Offenders as CETA staff members

Former offenders should be employed as staff members in order to maintain the credibility of the program in dealing with employers and to take advantage of their special skills and ability to relate to other offenders.

However, they should be fully qualified prior to their assignments or provided adequate training upon employment. An offender staff member who is not qualified can reflect in a negative way on the program. Offenders should be hired in all occupations for which they are, or can be, qualified. Even if they are hired as clerks or typists, they may, on occasion, be called in to aid in particular counseling situations. If they are used frequently, job classifications should probably be revised to ensure that people are paid for the skills and abilities they are using.

Staff members of vendors

Staff members of training and educational institutions and firms used as vendors of training and educational services to CETA prime sponsors usually have not trained their staffs to deal with offenders. It may be necessary to include a training component in such vendor contracts to ensure that their staffs are oriented toward proper relationships to offender trainees. Some staff members may need reorientation to deal effectively not only with offenders but with any severely disadvantaged person referred by the CETA prime sponsor. They may also need training in the criminal justice system, since they may have dealings with probation and parole officers.

Special problems of offender program staff

Some staff may be apprehensive or even fearful about working with offenders. They will have to be reassured, and be given guarantees of adequate back-up support if they run into problems. While most of the offender problems are not threatening to the CETA staff, there may be occasions when interviewers and counselors will need the aid of other staff or of mental health or security personnel. Procedures for securing this aid should be carefully worked out and all staff well trained in their use. The main problem in dealing with offenders may be frustration, rather than any danger of bodily harm. Offender staff might need special counseling, occasional relief from offender duty, frequent supervisory and team support, and special incentives and psychic rewards. Working with offenders should be a part-time assignment. This tends to reduce the frustration of staff. Adequate training of offender staff is essential so that the staff will feel comfortable with their duties, and have the best opportunity for successful outcome of offender cases. Training should also focus on removing misconceptions staff may have about offenders and the types of jobs in which they should be placed.

Objective of CETA staff development

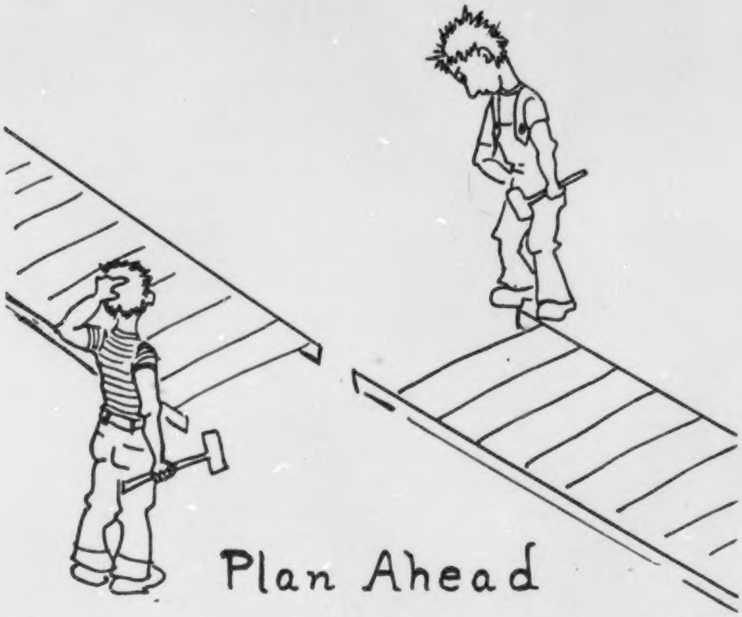
The objective of CETA prime sponsor offender program staff development should be not only to achieve a competent staff, but to develop and maintain dedication and enthusiasm about the offender program. Such enthusiasm leads to effective programs. It therefore can be said that only only offenders but offender program staff needs to have:

- proper motivation and self-image
- adequate training for their jobs
- special counseling and on-the-job support
- incentives and awards for progress.

CHAPTER VI - PROGRAM PLANNING

Chapter VI discusses the value of proper planning. A detailed guide for planning will assist the CETA prime sponsor in developing a program. The importance of operational planning and the use of ex-offenders as staff members are also stressed.

A. Why Plan? Before the prime sponsor can be fully responsible to the needs of the offender, it must organize to plan for this effort. There are many approaches to planning. The one taken in this chapter follows the strategy described in the Department of Labor's Manpower Planning Guide for CETA Prime Sponsors, since this is the planning guide most familiar to readers of this Guide.



Step-by-step planning

The Planning Guide outlines a detailed 19-step planning process, which represents a substantial investment of time and resources in resolving detail after detail even before a program can begin operation. Working out these details is worthwhile. If these problems are resolved in the planning stage rather than as the project is beginning, they will be less likely to interfere with project success.

Planning problems unique to offender programs

The purpose of this chapter is not to belabor the message of the Planning Guide. It is assumed that the reader has read that Guide, and has done or is about to complete the planning efforts described in that Guide. Rather, this chapter will seek to pinpoint problems unique to offender programs planned in conjunction with criminal justice agencies. The program descriptions discussed earlier, however, also offer clues as to the types of problems typically encountered in the various types of offender programs.

B. Strategic Planning. A six-step process provides a tool for strategic planning.

Step-1 Define project purpose

Step 1 - Define project purpose

According to the Planning Guide, this definition should be a very general statement of intentions. In developing programs in conjunction with criminal justice agencies, it is wise to postpone policy decisions such as whether to elect a pre-trial diversion program or prison program until after the "area analysis" (step 2) has been conducted. This avoids the waste of effort which occurs when one plans a particular type of program only to find that it is simply not feasible in the community, or that the program would be opposed by one of the criminal justice agencies whose cooperation is essential. While a few such "false starts" are inevitable, too many of them can impair the working relationships with criminal justice agencies.

Examples of the types of general statements of project purpose called for in Step 1 might include:

> "To aid the rehabilitation of offenders through a comprehensive program of employment training, supportive services, job development and placement."
>
> "To enhance the employability and self-esteem of economically disadvantaged unemployed and underemployed offenders through a comprehensive array of employment and training, educational and supportive service programs."

These statements do not and should not reflect decisions on whether to serve felons, misdemeanants, first-offenders, juveniles, arrestees or parolees.

Develop area analysis

Step 2 - Develop area analysis

The purpose of step 2 is to devise a feasible program to the particular needs and problems of the individual community. It requires a delicate balancing of the interests of offenders, criminal justice agencies and the community. The primary purpose of the area analysis is to provide the "best estimates" of the number of types of offenders residing in the CETA target area. Ideally, it should include population break-down by age group, sex, ethnic background, national origin, employment status, and educational level. The data gathered on an individual community basis will enable the CETA prime sponsor to determine which services will best assist the target group and the scope of the program that is needed (You may find, for example, as one program did that there are not as many women felons as you had expected, since women in this area were less likely to be convicted as felons....). It should also include assessment of attitudes in the criminal justice system and the community. Descriptive data obtained from conversations with a broad range of people actively involved in the criminal justice system (including offenders) often gives a better perspective on what types of programs are feasible than the perspective gained by statistical analysis alone. The "hard" data may indicate that the program's most urgent need is a pre-trial diversion program--but without the full cooperation of the judiciary and prosecutor such a program is not feasible.

Collection of data through interviews

Collection of descriptive data through interviews also provides the planner with his or her first opportunity to marshall support for the program from within the criminal justice system. This is an opportunity that should not be missed. Working in cooperation with one or more criminal justice agencies can provide the CETA prime sponsor with valuable insights into the operation of the criminal justice system in the local community. These people can also provide an access to helpful contacts in other criminal justice agencies.

Beware the data!

It helps to be aware of some of the problems encountered in collecting data within the criminal justice system. Much of the data are gathered for the purposes of the police department, court, correction department or other agencies collecting the data. One should not expect it to reveal educational levels, employment status and history, or other information directly relevant to employment/training planning.

The statistics kept by the various criminal justice agencies may not be compatible. For example, one defendant caught and accused of robbery may be referred in police records as "three arrest cases," in court dockets as "two indictments" containing eight separate charges and in corrections records as "one inmate."

The "winnowing process"

Further problems arise from the fact that the criminal justice system represents a "winnowing process." Not all arrestees are formally charged with crimes by the prosecutor, and relatively few draw long prison sentences. Thus, data on arrestees or bail agency clients may reveal little information on the situation faced by prisoners or parolees.

With these problems in mind, these suggestions can yield a more complete picture.

- incomplete data from several sources can yield a more complete picture
- it is useful and insightful to gather and compare the same data from two or more sources. The "truth" may lie somewhere in between
- even when "hard" data are available, impressions of experienced criminal justice personnel provide insights and clues which should not be ignored
- one should not be reluctant to ask for names of people to contact in other agencies

One further caveat: as later stages of planning are completed, progressively more facts about the needs of offenders and the administration of criminal justice in the community will be learned. It would be wise, then, to review periodically the "area analysis" and revise it in light of this new information.

What follows is a listing of sources of information for the "area analysis." This list is suggestive, not exhaustive. The Planning Guide lists the sub-steps of Step 2 as:

2a.-population analysis

2b.-labor market analysis

2c.-community services analysis

Population analysis

Step 2a - Population analysis

Employment problems found by offenders have been discussed earlier. Generally, offenders are in a worse position than the minority groups from which many of them come. This discrepancy widens when one draws clientele for programs from later points of intervention in the criminal justice system. Data on inmates should be gathered and compared to that developed earlier in analyzing the general manpower situation in the community in order to document these differences between offenders and other CETA clients.

While the data thus gathered may identify the poverty, educational handicaps and "undesirability" (in some employers' eyes) of offenders, these statistics can give but an abstract outline of the very real and tangible problems faced by offenders, and of the problems one will encounter in working with offenders.

Resources of information

Information on offenders' problems can be obtained from criminal justice agencies, criminal justice planning agencies, correctional reform groups, and special reports on offenders and correctional problems. These sources can also tell of services available to offenders (see Step 2c, below) and assist in identifying offenders' needs (Step 3, below).

Criminal justice agencies

Police departments (community relations offices, crime analysis units, juvenile delinquency or juvenile aid squads especially) may yield useful data if one is careful to observe the protocol on gaining access to this information. Court records may contain demographic data beyond the number of offenders and the disposition of cases, but one may have to consider pulling a sample of case files and manually selecting the information.

Juvenile records

Juvenile records are generally better for demographic data, but one must respect juvenile court judges' legitimate concern for the confidentiality of even summary records. Sheriffs' offices and city corrections departments (jails), state corrections departments (prisons), probation and parole departments frequently have research and planning or R and D units which have gathered relevant data. Some Public Defender and Legal Aid Society offices have social service units ("Offender Rehabilitation Division," "Alternative Program," "Corrections Counselors") which have insights and information. Parole Board staffs and prison officials should not be overlooked. Some courts, corrections departments and prosecutors' offices issue annual reports. Bail, "Release-on-Recognizance," Pre-Trial Services and diversion agencies or projects in your community should also be polled for information.

Criminal justice planning agencies

Criminal justice planning agencies created under the auspices of the Law Enforcement Assistance Administration should be consulted. Every state has a State Planning Agency ("SPA," "Law and Justice Planning Office," "Crime Control Planning Board") which is required to prepare an annual criminal justice plan. These may provide good descriptions of the criminal justice system, data on offender characteristics and needs, and descriptions of programs and services available for offenders. These agencies also have more specific information, (e.g. progress and evaluation reports, as well as names of people to contact, such as the "corrections specialist" and "courts specialist.") on all LEAA-funded offender programs. Most states also have intra-state regional and urban criminal justice planning boards ("Regional Crime Control Planning Board," "Criminal Justice Coordinating Council") some of which prepare annual criminal justice plans for their jurisdictions.

Ex-offender organizations

Many locales have ex-offender organizations (e.g., Fortune Society, Delancey Street, Synanon) and correctional reform groups (e.g., Urban League, Junior League and Jaycee chapters). These organizations go under a wide variety of names, and may prove difficult to locate. A good place to begin the hunt might be to ask the local Public Defender or ACLU Chapter. The National Prison Project of the ACLU (Suite 1031, 1346 Connecticut Avenue, N. W., Washington, D. C. 20036) has a state-by-state list of prisoners' rights groups, ex-offender organizations and church and community groups helping prisoners. The BASICS Project of the American Bar Association Commission on Correctional Facilities and Services (1705 DeSales St., N. W., Washington, D. C. 20036) maintains a list of state bar associations with corrections projects. There may be

Prisoners' Rights Project in a prime sponsor's area located in a Public Defender Agency, law school or chapter of ACLU or the Lawyers' Committee for Civil Rights Under Law. Some correctional facilities have citizen advisory boards or prison "ombudsman" programs. Church and community groups may sponsor pre-trial release or diversion projects, minister to inmates or serve offenders and their families. They may have good information.

Special reports

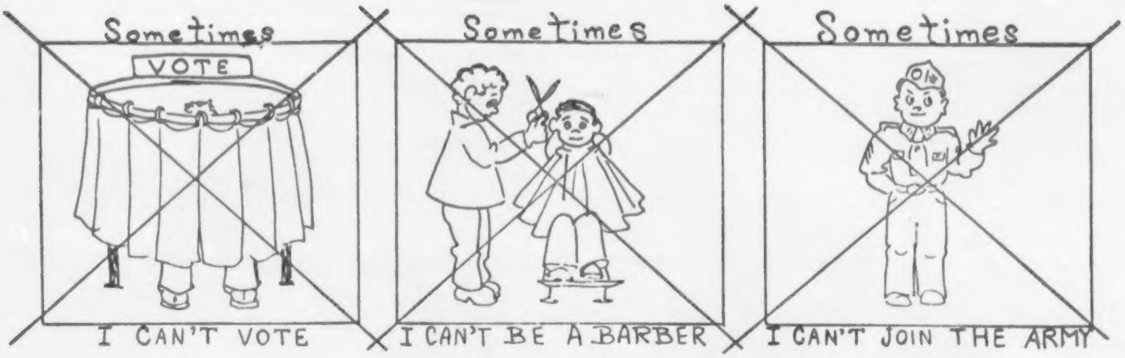
Special reports and surveys may have relevant data. National surveys listed in the bibliography (e.g., Bureau of Census' Persons in Institutions; LEAA's National Jail Survey and Sourcebook of Criminal Justice Statistics). The National Criminal Justice Reference Service (955 L'Enfant Plaza, Washington, D. C.) has a repository of studies which they will search for you. They will send single copies of many LEAA and government reports for free. Criminal justice project reports are available from LEAA (if LEAA-funded), and are abstracted in National Council on Crime and Delinquency, Crime and Delinquency Literature (quarterly). State legislative committees or commissions (e.g., judiciary, corrections or public safety committees) may have issued special reports on corrections or offenders.

Inquiry into inmate needs will put prime sponsors into contact with a large and diverse group of people concerned about offender problems. The initial planning stage is an ideal time, too, to poll these people to determine whether they are willing to offer offender services or lend other forms of support to your project. Those people who become involved in the earliest stages of planning on prime sponsor project may feel a stronger commitment toward it.

labor market analysis

Step 2b - Labor market analysis

The most salient difference between the labor market for offenders and for other CETA clients is the large number of statutory, administrative and de facto restrictions on offenders' employability. The American Bar Association Clearinghouse on Offender Employment Restrictions (1705 De Sales Street, N. W., Washington, D. C. 20036) may have information on statutes and regulations in your state. Organizations working against these restrictions on the state and local level (e.g., bar association committees; chapters of the National Alliance of Businessmen, Chamber of Commerce, Junior League, Urban Coalition and Jaycees; correctional reform groups mentioned under Step 2b, above) can tell you about formal and de facto restrictions.



These groups should also be considered in any efforts to remove these restrictions. They can outline strategies for reform, identify employers (especially those who sit on the boards of the organizations you contact) most willing to hire offenders, and lend support in approaching employers about hiring offenders. They can also assist you in forming a Business Advisory Committee or Task Force focusing on offender problems in connection with your CETA Advisory Committee.

Step 2c - Community services analysis

Community services analysis

This encompasses a survey of governmental and private organizations offering services to offenders. Some of these agencies and organizations may already be working with CETA projects (e.g., Vocational Rehabilitation, the Employment Service, Vocational Education and NIMH funded projects). They are an ideal place to start. But one should not assume that all such agencies or projects are anxious to serve offenders. Each should be contacted. Some (e.g., community colleges offering prison education projects) may already have offender projects or special units or procedures to deal with offenders' problems. Others can be persuaded to adopt such special programs or procedures. But, still others may be most reluctant to enter this realm.

Existing offender programs

Existing offender programs (some of which are identified in Step 2a, above) may be uniquely suited to meet offenders' needs for employment and training related support services. LEAA-funded projects can be located through criminal justice planning agencies (see Step 2a, above). Other offender services can be located through the corrections, probation and parole departments which draw upon their services regularly. Many of these offices have catalogs of social services available in the community. Although these lists may become outdated quickly, they do contain general information on admission criteria, services offered, and the quality of these services. Virtually every probation and parole office has small lists (formal or informal) of the agencies they call on most regularly. Some of these departments have units specifically charged with the duty of locating and encouraging the start of service programs for offenders.

Voluntary social services agencies frequently coordinate activities and exchange client information through private or government-sponsored clearinghouses ("United Way Clearinghouse," "Information and Referral Service," "Ombudsman Office") which maintain lists of services available in the community.

Step 2d - Criminal justice system analysis

Criminal justice system analysis

Written information on the criminal justice system in the community can be gleaned from state and regional criminal justice planning agency annual plans, annual reports of criminal justice agencies and the public information booklets prepared by some courts', prosecutors', and police departments' community relations or public information offices. Some League of Women Voters, Junior League, and other public service organizations chapters have also prepared informational booklets.

The most effective way to develop an understanding of the criminal justice system is to interview criminal justice agency officials. Education about the criminal justice system will be expedited by working with one or more criminal justice agencies or planning offices to develop a program. These offices know who are the key decision-makers in the criminal justice community and who will lend support to the offender programs.

Step 3 - Define needs

Define needs of offenders

Offenders will require a broad range of support services as well as employment or training services. The people contacted in the area analysis (Step 2) will have identified offenders' needs and gaps in existing services. It may be wise to compose as complete a list as possible at this stage--it can always be trimmed, if need be, when establishing priorities in Step 4. Scarcity of CETA funds should not limit the list of needs, since other agencies or volunteer organizations may serve these needs once they are identified.

Another important source of information on offenders' needs is colleagues who have begun offender programs in other communities--including the programs described in Chapter IV.

They can also give practical advice on the types of problems encountered in beginning offender programs.

Step 4 - Establish priorities

Establish priorities

As stressed in the Program Planning Guide, the priorities appropriate for the prime sponsor's community should be dictated by the needs identified in Steps 2 and 3. They will differ from community to community. There may be a need to rearrange priorities in order to gain support for for an offender program from appropriate criminal justice agencies.

Step 5 - Inventory and assess current programming effect

The discussion of community services under Step 2c, above, is relevant here as well. This step is merely a more intensive examination of the quality and range of services rendered by organizations identified in Step 2c.

Step 6 - Establish goals

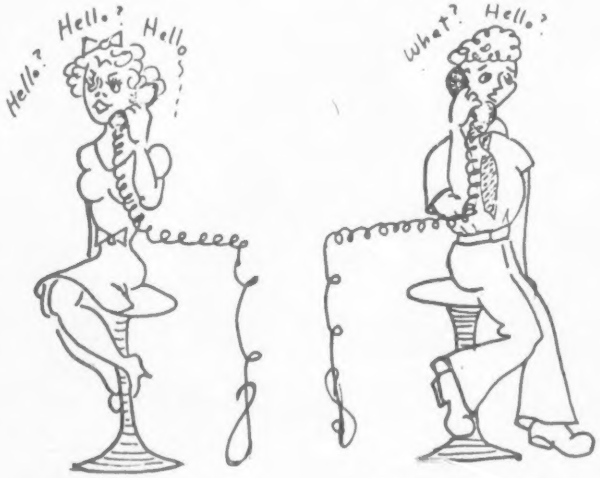
Establish goals

The Guide suggests separate goals in the realms of administration, management and activities and services. The development of close working relationships with appropriate criminal justice agencies should be articulated as a goal of offender programs. Operational goals should show evidence of recognition of the broad range of support services that offenders need. The established objectives should also relate to community education such as:

- developing and implementing strategies for challenging restrictions on offender employability
- encouraging employers to hire offenders
- encouraging social service agencies to extend their services specifically to offenders

C. Operational Planning. Problems to be expected in operational planning for offender programs will vary greatly, depending on the type of program selected during the "strategic planning" process. Typical operational problems encountered in offender programs are listed earlier in this TAG. See Chapter V, Program Components. These should be addressed in the operational planning process.

Problems in the operation of offender programs stem most frequently from breakdowns in liaison with criminal justice agencies whose cooperation is needed, or from inadequate response to the attitudes and problems of offenders.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Involve criminal justice agencies

Many potential coordination problems can be addressed by involving necessary criminal justice agencies in operational planning (even if only to critique the plans) and developing specific and detailed interagency agreements. Per-client cost of the CETA offender program should be compared not only to the cost of CETA programs, but to the per-client cost of other correctional programs as well. You may be concerned that offenders will have more negative terminations than other clients. Other programs, however, are not, at this time, finding this to be true. Keep in mind that offenders frequently do require more staff time for counseling and follow-up activities.

D. A Special Note: Ex-Offender Staff. One method of making CETA offender programs more responsive to offender's particular needs is to use offenders in the program. Indeed, it is awkward for a program which promotes the employability of offenders not to consider the unique perspectives offenders can bring to the program.

From Where I Sit......
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SLAMMER

Offenders offer unique perspective

Offenders frequently bring unique skills to a project. Offenders who have experienced the process for themselves may be more sensitive to clients' needs and problems. They may be better able to relate to clients than more formally-trained counselors. Ex-offenders successfully filling positions of responsibility in a project may serve as role models or examples for clients. In addition, offenders can offer valuable insights on matters of project policy and operations.

But offenders are not an unmixed blessing. A prior criminal record is no substitute for the ability to do the job. Some offenders successful or fortunate enough to secure white-collar jobs on a project are disdainful toward their less fortunate counselees. Offenders who would be holding respectiable managerial positions if it weren't for the type of crime committed may be in a better position than hardened ghetto graduates to gain serious as well as sympathetic attention from the business community. Placing an offender in a highly visible position in a project may diminish rather than enhance project credibility, if the offender is unable to perform the job effectively or relate to clients. In short, as with anyone else, offenders' skills must be carefully matched to job requirements.

Offenders can fill a variety of roles in a project. Properly screened and trained, offenders can make effective counselors and outreach workers, just as ex-offenders and community-based staff without formal educational credentials serve as paraprofessional parole aides and correctional counselors. While many offenders may not have the natural inclination or exposure to the business world to function well as job developers (despite unique client counseling skills), others can be very persuasive with business people. Both offenders with counseling skills and those with job development talents can and should contribute their insights and perspectives to policymaking, perhaps as members of the project's Advisory Board.

Strategies for teaching counseling, fact-gathering, negotiation and "persuasive skills" to community paralegals may provide training ideas. The bibliography at the end of this Guide lists references on training paralegal personnel in poverty law (National Paralegal Institute) and criminal justice (Blackstone Associates).

The National Center on Volunteerism (Boulder, Colorado) also has training materials which may be relevant.

Supporting the offender

Offenders may also require support in meeting their outstanding obligations. Time should be allowed for court appearances, probation officer visits or methadone clinic appointments, without making the employee feel that these obligations impose on the project. Project managers can further assist offender employees by writing letters, or even appearing in court on the employee's behalf. These duties are as important to staff morale as health plans or company picnics.

CHAPTER VII - PROGRAM ASSESSMENT

This chapter presents a brief overview of some of the unique aspects of assessing a CETA program for offenders. It elaborates on the general approach to assessing CETA programs spelled out in the CETA Program Assessment Guide.

A. Introduction. Assessment is closely related to planning. It involves comparing a project's progress to the original objectives set forth in planning, and provides the input for later planning efforts.

Informal assessment

Assessment takes place informally every time the prime sponsor submits a Quarterly Progress Report and compares it to the last one, or speculates on the abilities of a staff member. This section provides a framework for a more formal process of assessment. It provides some suggestions for tools and techniques helpful in analysis and enhances the utilization of assessment results.

Assessment techniques

The term "assessment" encompasses a broad spectrum of techniques.

- Monitoring entails comparing project activities to the objectives, standards, guidelines, specifications, goals and commitments and plans developed earlier. Thus, achievements will be compared to the Program Planning Summary ("PPS") and Budget Information Summary ("BIS").
- Evaluation is a comparative process that addresses the what, the how and the why of a particular program result. Evaluation typically asks: Is it good? How good? Is it better? How much better? It also tends to focus on impact--that is, outcomes, or results. But, it may also involve examining the process by which a result was achieved--how well is the project operating?
- Evaluation research is that aspect of evaluation which uses scientific techniques (e.g., the social science experimental vs. control group research design, or computerized mathematical models used in

operations research) to establish that a particular project or course of action caused a particular result. The more rigorous evaluations--those that ask "why"-- will usually employ the controlled experiment design or other advanced techniques to get an answer.

Why use assessment techniques

No one of these assessment techniques will prove adequate in answering all the questions addressed in a program assessment. Typically, evaluation or evaluation research is used in an attempt to provide better information on outcomes and program impact than can be gained through monitoring procedures. Monitoring devices and the informed judgements of program staff, criminal justice personnel in related areas and visitors are the usual sources of information in the examining "process" (how the project is running). One of the most important aspects of the planning phase of a project will be the selection of the assessment technique or the approach used for each topic of assessment.

An assessment system need not be elaborate. Indeed, one common pitfall is to err on the side of gathering too much data. Filling out forms takes the time and taxes the nerves of program staff. Some project directors, unsure of the route they will take in assessment, decide to gather as much data as they feel may be relevant later. The result is that at assessment time, there is a lot of data which will never be used, and some needed data is not there.

Keep it simple

Another frequent mistake is the use of a needlessly sophisticated or complicated research design. This consumes valuable assessment resources which might be better spent on examining a broader range of questions, and which generally results in needlessly complicated assessment problems. Usually there is little time, money or resources to set up a thorough and rigorous system for all program assessment needs. Instead, some rudimentary strategies which, if used methodically and well, will yield a significant amount of useful information.

Therefore, emphasis in this chapter will be on making some assessment regarding all aspects of project operations, rather than using more sophisticated and elaborate techniques to answer a limited number of questions.

$\pi R^2 = \frac{e M^7}{CLV}$
What did you SAY?

Elaborate or not, a program assessment system must be well planned. Proper planning can prevent collecting excessive or inappropriate data. While this chapter will discuss operational details, its emphasis is on the adequate planning of an assessment system.

Assessment as an investment

B. Why Assess? Program assessment requires time, money and painstaking attention to detail--all of which may be in short supply in new projects. Why, then, should anything more than the minimum required to generate Federal reports be undertaken? Because, to the project director, it is an investment in identifying and resolving problems early, paying dividends in the form of avoiding much more serious consequences if these problems are overlooked. It also provides important data which may be used to justify, give visibility to, or increase current resources. It permits examination of project effectiveness (getting results) and project efficiency (conserving resources). It permits documentation of the contribution the project makes to the improved effectiveness and efficiency of the criminal justice system in the community--and to the community itself. Program assessment, coupled with that of other programs undertaking similar efforts with alternative strategies, enables all those concerned to learn a little more about what works in this perplexing area.

C. Planning for Assessment. Poorly conceived or inadequately planned assessment designs are a waste of time and effort--and they deny project managers access to valuable planning and management information. Good planning is no guarantee of a problem-free assessment, but it will save headaches later on and it will help insure that assessment is useful.

The planning process

The planning process should include:

- Defining targets of the assessment, restating project objectives in assessable terms; determining areas of concern
- Determining which criteria will be used in measuring progress toward these objectives
- Determining what measurement techniques will be used
- Establishing procedures for the systematic and rigorous collection of data and procedures for monitoring the data collection process
- Analyzing and interpreting the data
- Implementing the recommendations arising from the assessment

Each of these subjects is discussed in more detail below.

D. Targets of Assessment. The first step in assessment is defining the project goals and objectives which are to be assessed. The objectives (Step 7) and Program Plan (Program Planning and Budget Information Summaries - Step 16) specified during the planning process outlined in the Planning Guide should provide a sound start. But this is only a start. Inevitably, it will be necessary to revise objectives and the Program Plan in order to make them assessable.

Assessment targets

These program objectives will suggest many possible targets for program assessment. Discussion of some factors to be considered in choosing which of these is appropriate will be reserved for the next section. Regardless of the targets selected, they should reflect a concern about project process and project impact on clients, on the criminal justice system, and on the community. The following lists of targets may offer a useful framework for this selection process:

1. Process-related
    - Organization and administrative structure: needed changes to accommodate offenders
    - Staffing: number and duties of staff, qualifications, appropriateness of recruitment and selection to reflect offender priorities
    - Training: ex-offender aides; other staff
    - Supervision and leadership
    - Personnel policies: promotion and career possibilities, incentives, morale, initiative
    - Records and management information system
    - Fiscal controls
    - Client "flow," smoothness of operation
    - Type, quality and frequency of services offered

What happens to offenders

2. Client-related
    - Recidivism reduction averting reincarceration or "return to the system"
    - Improvement of clients' economic status; employment and training opportunities
    - Better social adjustment; law-observance (see recidivism); social acceptance; goal attainment; role as a citizen and family member

3. Criminal justice system-related
    - System effectiveness: crime reduction through deterrence of defendants and potential defendants

- System efficiency: smoothness of operation, less waste of resources

- System coordination: reduction in interagency problems

- System efficiency: favorable benefit/cost ratios as contrasted to criminal justice alternatives and programs in other agencies

4. Community-related

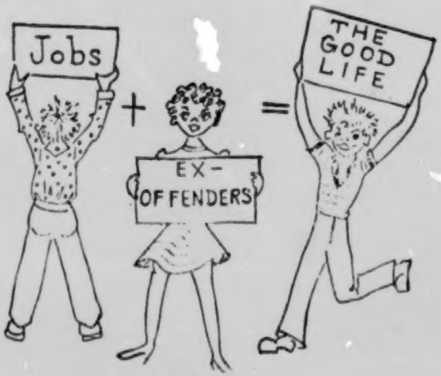
   - Community change: removal of offender employment barriers, increased willingness to hire offenders

   - Community economic benefit: reduced welfare costs, increased tax base, reduced costs of crime

Choice of targets

The choice of appropriate targets for assessment will depend, of course, on the nature and objectives of the project. But it also depends on a number of practical constraints. Project managers are well aware of difficulties in obtaining data, lack of fiscal and other resources for assessment, and the resistance of staff to filling out endless forms and reports.

It may be reiterated that the purposes of assessment are to provide for better management and better policy-making, as well as to contribute a general understanding of the project. Thus, the assessment should address the concerns of the project manager and policy-makers in the employment and training and criminal justice areas, rather than having an exclusive focus on one or two questions of most concern to the assessment team. The concerns of the judges, corrections officials, prosecutors or other criminal justice people with whom the prime sponsor works should be actively solicited.



Comparisons

E. Choosing Appropriate Assessment Criteria. Assessment implies comparison. This may be comparison between groups, over time, or between concepts and operating conditions. Thus, an important aspect of planning an assessment strategy is the selection of criteria against which one can measure progress. Criteria are required for each of the project objectives selected to be a target of your program assessment. But assessment also implies measurement. Thus measurement criteria must also be tailored to the means which will be used to measure project achievements, and to the availability of data.

Prior specification of criteria

Assessment will also be more readily accepted, and have more impact on the formulation of policy, if criteria for judging project achievements are specified in advance of the assessment and agreed upon by decision makers who relate to the program. These criteria makers should be clearly understood--and accepted--by the criminal justice agencies, local government policy makers and prime sponsor staff members who will be asked to accept and use the assessment.

Examples of criteria to one assessment target

Some examples of criteria which may be applied to one assessment target, "improving the client's economic status," are listed below.

- Percent of offenders referred to CETA during fiscal year, who were placed in employment ______
- Percent of offenders referred to CETA during fiscal year, still employed one year later ______
- Percent of offenders placed at jobs whose wages raise them above poverty level ______
- Percent of offenders holding jobs one year later whose wages raise them above poverty level ______
- Percent of increase in employment for those referred to CETA as opposed to a matched group of offenders not referred to CETA. ______

Sources of comparison

F. Sources of Criteria. Perhaps the most obvious sources of criteria, for measuring project process and project impact alike, are the project's Program Planning Summary and Budget Information Summary. Project monitoring will provide the usual means of comparing program accomplishments to these criteria.

Other process and impact criteria will be embodied in agreements with the criminal justice agencies. These could include comparing project operations with agreements on procedures to be followed, or monitoring the application of criteria for acceptance into the program and for terminating clients.

These operating plans and protocols are by no means the only source of criteria for measuring project process or impact.

Compare with the "ideal"

In process analysis, project operations and procedures are compared to conceptions of "ideal process." This ideal implies successful movement toward personal goals, workload goals, staff development goals, optimum operating procedures and the like. Criteria which help define this "ideal" may be established through flow charts or computer or manual simulation models. Or, they reflect the informed but subjective judgment experts.

Two of the most significant and most frequently used criteria for measuring the impact of projects are recidivism and the relation of costs incurred to benefits received. Other means of assessing client improvement could include changes in client attitudes (measured through tests or structured interviews), acquisition or upgrading of job skills, job attainment or upgrading, and increased earnings.

Cost effectiveness

Cost effectiveness--the relation of achievements or benefits to expenditures--also speaks to the issue of project impact on the criminal justice system. Criteria for assessing criminal justice system change can be developed by comparing actual criminal justice system operation to "ideals" defined through systems. Other criteria are contained in published standards on criminal justice, such as the standards promulgated recently by the National Advisory Commission on Criminal Justice Standards and Goals and American Bar Association Project on Standards for Criminal Justice. Similar standards in corrections have been promulgated by the American Correctional Association and other organizations.

Reducing recidivism

G. Recidivism Criteria. Perhaps the most significant "impact" criterion for projects working with offenders is client "rehabilitation" as measured by reduced recidivism. Criteria may be specified by number of arrests, charges made at arrest, time from program completion until arrest, conviction, and disposition made at sentencing (e.g., fine, probation, prison for X years). Unfortunately, none of these criteria is an accurate measure of repeat offenses by clients. And none is accepted universally, or even widely, as a "standard" measure. Furthermore, the data may be incomplete or unavailable. They may not be valid, or they may not reflect every arrest or conviction. They probably are not reliable as a measure of illegal activity by clients. (The best source of information would be from the client--but self-reporting by clients might be an unreliable measure of offenses actually committed.) Not everyone arrested has committed an offense. Thus, while arrest is the first official sign of an offense by a client, arrest figures may well inflate client recidivism. Conviction data, however, would exclude offenders who are given a second chance at diversion or have their cases dismissed for one reason or another. And, given delays in both the trial process and the processing of court data, conviction records may not be available for many months after arrest data.

Measuring recidivism

The LEAA-sponsored National Advisory Commission of Criminal Justice Standards and Goals makes the following recommendations on measuring recidivism:

> Recidivism is measured by (1) criminal acts that resulted in conviction by a court, when committed by individuals, who are under correctional supervision or who have been released from correctional supervision within the previous three years, and by (2) technical violations of probation or parole in which a sentencing or paroling authority took action that resulted in an adverse change in the offender's legal status.

Technical violations should be maintained separately from data on reconvictions. Also, recidivism should be reported in a manner to discern patterns of change. At a minimum, statistical tables should be prepared every six months during the three year follow-up period, showing the number of recidivists. Distinctions by age, offense, length of sentence, and disposition should be provided.

Erickson-Moreberg Recidivism Outcome Index

A useful index to measure recidivism is the Erickson-Moreberg Recidivism Outcome Index. This index places recidivism on a relative scale from 0 to 10 with a complete non-recividist scored at 10. The scale takes into account such factors as arrest without formal filing of charges, probation and parole violations that do not result in revocation, in addition to the standard revocation or re-imprisonment due to conviction of a new offense. The recidivism rate which occurs while offenders are active in a CETA program, as well as the post-program recidivism rate, could be compared on a yearly basis using this index. If a control group of offenders were used in the evaluation, comparison could be made to determine if there were statistical differences in either the in-program, post-program, or over all recidivism rate for the two groups.

Other criteria for measuring recidivism

Projects with a low assessment budget and a need to make information available to policy makers expeditiously may find the following criteria for measuring recidivism useful:

- Arrest. (A convenient but tentative criterion.)

  criteria: percent of offenders arrested during fiscal year after referral to CETA

- Charge at arrest. (This data is easily gathered with arrest data, and gives a more accurate reflection of recividism seriousness.)

  criteria: percent of offenders charged at arrest for _____ types of crime during fiscal year

- Time from program entry or program completion until arrest. (This information is also easily available from arrest data. The amount of time a client is able to function in society until his or her re-arrest is viewed as a measure of his or her commitment to general social norms.)

criteria: average length of time from program entry to arrest for all offenders during year

- (time and resources permitting) conviction (yes/no) and sentence. The latter may be broken down into the following categories for easy tabulation:
  - fine
  - suspended sentence or unsupervised release
  - probation
  - community residence (e.g., halfway house)
  - jail (for less than one year)
  - prison (for more than one year)

Compare from year to year

Comparisons may be made from one year to the next to determine changes in the percent of offenders arrested, charge at arrest, length of time before arrest, etc. to measure increased program effectiveness.

H. Cost-Effectiveness or Cost/Benefit Criteria. Valuable measures of project success can be made by comparing project costs to benefits.

Society saves

One final evaluation research project which successfully demonstrated offender CETA program savings to society was that conducted by Cybersystem Research for the Governor's Office of Manpower and Human Development in the State of Illinois. The report provided cost data on various types of recividism, i.e. cost per arrest, $650; county detention, $1,062; state prison for 2.5 years, $16,802. Average program costs per enrollee, including monthly wage expenditures, manpower costs of staff, and related expenses were also shown. Then an analysis was made comparing total costs against total benefits and savings to society. The program was found to be saving society $1.54 for every dollar provided! Such a report, if summarized and effectively distributed to key officials, can be a valuable public relations tool, as well as research resource to the program.*

Compare carefully

A few basic ideas should be kept in mind when doing such analyses. Project costs are typically the expenditure for the program, and for maintenance of the offender if a residential program is involved. But there are no standard definitions on what constitutes costs, or rules for apportioning costs to a project. Thus, one project may rent space, and another be donated quarters and free access to duplicating machines. One may have its own administrative, personnel and accounting staff, while another operates within a court system which absorbs these costs. There is also a question whether costs of evaluation are properly charged to a project.

Resolution of this and other issues should not hinge on the mere fact that the items are included in a subcontractor's budget.

Measuring more than just dollars

It should be remembered that all project benefits cannot be reduced to dollars and cents. Pre-trial release of defendants may lead to a better quality of custody for the remaining detainees. Diversion may lead to a higher quality of deliberated justice in the remaining cases. Improved earnings and self-esteem usually lead to a better quality of life for clients. But these improvements in quality cannot be measured in dollars.

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*Knox, George W., Evaluation Research Conducted on the Illinois Comprehensive Offender Manpower Programs (COMP). Illinois: Cybersystem Research, Inc., March, 1977.

Benefits are related to reduced recidivism, but this relationship is indirect. Thus, lower recidivism usually means lower future criminal justice system costs--but not necessarily improved job skills or job upgrading. Benefits from improved earnings usually, but not necessarily, indicate a reduction in recidivism. Both recidivism and benefit-cost analysis are important, and information on both should be made available to project managers and policy makers.

Appropriate assessment techniques

I. Choosing Appropriate Assessment Techniques. Once project objectives to be assessed are selected, and appropriate criteria are established, the next task is to determine which assessment techniques are appropriate. Assessment of project impact usually includes measurement through experimental or quasi-experimental designs, or before/after comparisons. Project process can be analyzed through monitoring, systems analysis, operations research, and the like. The latter two also can be used to assess the impact of the project on the criminal justice system, as opposed to its impact on individual clients. No one technique will be appropriate for all the questions to be answered in program assessment. Instead, one must determine which technique or techniques to use in measuring progress towards each objective.

Experimental research designs

Experimental Research designs provide the most certain knowledge about a project's impact, but they require more resources and the greatest amount of operational cooperation. They also require stable, well-structured operational settings. The technique involves establishing a pool of "eligibles" and random assignment of clients into an experimental group and a control group not receiving project services. Rigorous client follow-up is required. Comparison between the two groups can be made on many criteria: recidivism, improvement of clients' attitudes and economic status, cost benefits, and the like. Obtaining follow-up results may involve a long time delay, and the experiment may not address all of the policymakers' concerns. Thus, these "pure" research designs would be inappropriate where policymakers require information quickly on a large number of administrative concerns.

Quasi-experimental designs differ from experimental ones in that subjects are not assigned to the two groups at random. Project client achievements are examined against a "control group." It is essential, then, that one compare demographic characteristics of the two groups to insure their similarity. Otherwise, the measurement may be invalid.

In before and after studies (*longitudinal* or *time-series* studies), client status is measured before entry into the program, during program participation and after completing the program. However, no comparison is made to a control or comparison group. These studies are less effective than experimental or quasi-experimental designs in establishing that the project caused a particular impact on clients or on the criminal justice system.

Techniques for process assessment

Techniques for process assessment may involve monitoring, operations research and systems analysis. *Monitoring*, as mentioned, involves comparison of project progress to the Program Plan (Program Plan and Budget Information Summaries) and other project goals and objectives. It permits a determination as to whether project resources are being used as planned, and an identification of problem areas. Basic data is provided through the management information system and fiscal reports. But the assessment should not be limited to this. *Quick, judgmental assessments* can be made from observation, interviews, record review, and special studies to select additional data in a problem area.

One important problem-spotting tool in monitoring is the business management technique of "*exception reporting.*" This involves specification of an acceptable amount of deviation from project objectives; for example, a minimum of 15 and maximum of 25 new clients in a week when the Program Plan calls for 20. The management information system is geared to pinpointing deviations beyond this range. The "warning light" procedure described in the *Management Information System Guide* is an example of an exception-reporting system.

Putting the team together

J. *Choosing the Assessment Team.* The choice of a team to carry out the assessment plan depends on the size of the effort, its duration, and the assessment design itself. Administrative and operations staff will provide much of the information, and helpful analysis, through the management information system. Administrative staff may monitor the entire assessment, if they take their role seriously. Especially in experimental methods of assessment, this requires expertise, care and commitment. An agency with no staff capable of carrying out more difficult assessment tasks will have to seek outside assistance from university faculty, private non-profit or profit organizations, or other "outside" consultants.

"In-house" staff understand the project's objectives and operations better, and are frequently better at working with administrative and planning staff in using the results of the assessment. Use of in-house staff for assessment is generally less costly, and in not a few cases this staff more satisfactorily performs than the "outsiders." Outside consultants, on the other hand, often bring more expertise to the job. This is especially important when complicated assessment questions are addressed or complex and sophisticated techniques called for.

K. Data Collection and Analysis. Adequate data collection and analysis are crucial to the program assessment effort, for the simple reason that if the proper data is not gathered or is gathered in a slipshod fashion, or the analysis is poorly done, the assessment will not have been worth all the time and effort involved.

In data collection, the Program Assessment Guide recommends having clerical staff prepare weekly or monthly data summaries on worksheets, to be combined later for quarterly and other reports. That Guide also suggests reconciling data gathered from two different sources, to insure accuracy. Regular procedures for spot-checking data accuracy should also be considered.

Unique problems with offender data

Offender data may present unique problems. Restricted access to arrest, court and crime data is not uncommon. Police records may not be open to inspection, or may require elaborate clearance procedures. Court dispositions of arrest cases may not be reflected in arrest files for months or years. Some court data may not be available because of law or court rules, especially in juvenile cases where the records are generally under court seal.

A long follow-up period may be required for accurate recidivism data. There are two reasons for this. First, as a general rule, one can expect that about half of the eventual client recidivism will occur in the first year. This leaves much for the second and third years. The second reason is "erosion" of project impact on the client. Results visible during and immediately after project participation may disappear within two or three years, and this may occur at different rates for different projects.

The forms displayed in the Management Information Systems Guide would have to be modified to be appropriate for assessing offender projects. The following additions to the client intake and client change forms may prove useful:

- Arrest date
- Arrest charge
- Police identification number (usually a photo identification number used to access arrest records in city, statewide and FBI files)
- Court docket or identification number
- Information or indictment number for felonies, usually a different number than the one given the case for initial appearance and preliminary hearing in the lower court
- Prior criminal record (arrest, charge, disposition, date)
- Pending cases, warrants and detainers (the latter representing outstanding criminal charges in another jurisdiction)

The client termination form should reflect your specific criteria for termination. The follow-up form will have to be revised to reflect the recidivism criteria selected for program assessment.

Factors affecting the client

It is sometimes difficult to determine whether it was the project or other factors which affected a client. Some drug and employment/training project directors report that a client may have to fail in a program three or four times before he is sufficiently motivated to succeed. This success is not entirely attributable to the last program. Youthful first offenders may be sufficiently deterred from future crime from their brief exposure to the criminal justice system--whether or not they participated in a diversion program. Some correctional authorities point to a "burnout phenomenon"--that violent offenders may often turn to committing property crimes or settle down to a crime-free life as they reach middle age.

The project could also be affected by such external factors as changes in criminal justice policies, a worsening job market, or reluctance to admit clients into a diversion program following a murder committed by a work releasee.

What assessment reveals

L. Conclusion: Better Utilization of Assessment Results. Program assessment is a valuable tool to project managers and policy makers, which can and should lead to better planning and decision-making. But this is not always the case, and the reasons for this may provide a summary of the points covered in this chapter. For a variety of reasons, the assessment, evaluation or research undertaken may not yield relevant, useful information. The assessment may be poorly designed or reflect inadequate planning. Sophisticated methodological designs may fall apart because of inappropriate criteria, unavailable data or sloppy data collection. It may provide an elaborate testing of one hypothesis, leaving unanswered many of the policy makers' other legitimate inquiries about the project's operation. Or, the analysis may show a surprising naivete about project operations and the criminal justice system. Or, the results may be obtained too late to be of use to those making refunding decisions. Administrators, on the other hand, may not see the value or utility of the assessment. They may overlook the policy implications of the results obtained, or may perceive the assessment as a threat. Or, they may simply not provide the necessary input to insure that the assessment plan will succeed.

SUCCESS
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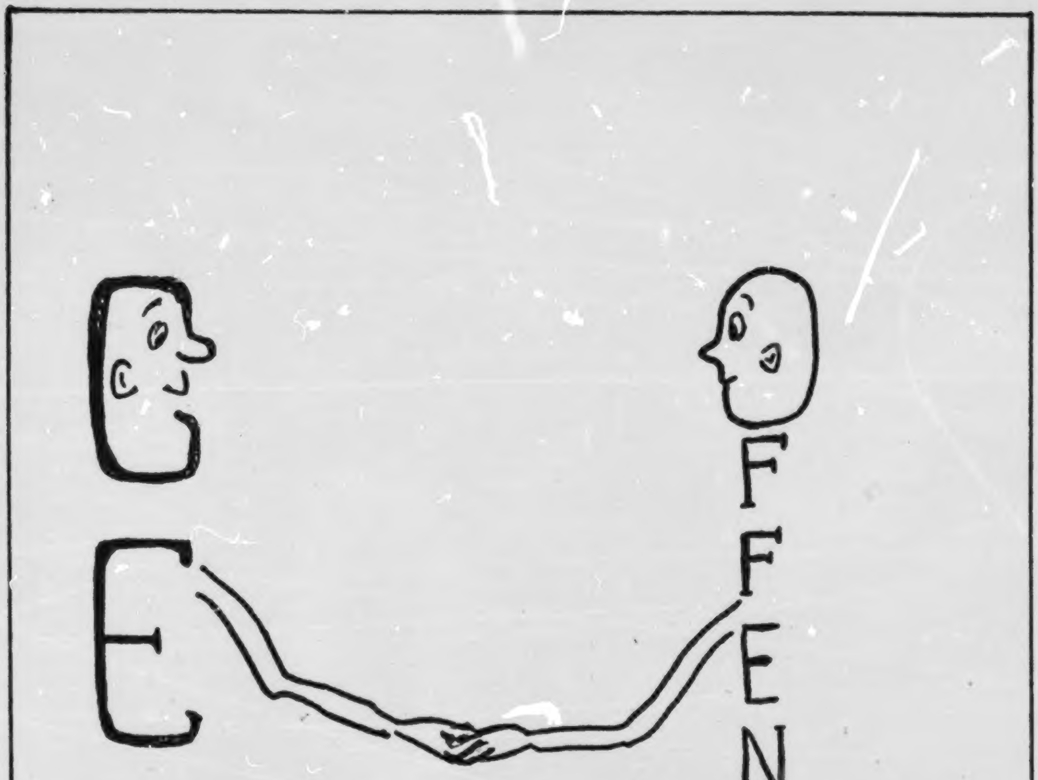
CETA
OFFENDER

CHAPTER VIII - THE APPENDICES

The Appendices are composed of five sections: Bibliography; Identification and Contact Points; Glossaries; Alphabet Soup; and Index - A Quick Reference Guide. Each section enhances the information provided in this TAG.

Appendix A Bibliographies	The three-part bibliography contains an annotated bibliography of selected reference materials, a subject-matter bibliography of selected materials, and a complete alphabetical listing of references and resources.
Appendix B Contacts	Appendix B identifies the program examples contained in Chapter V of this TAG, and provides information on the educational tests mentioned in Chapter V.
Appendix C Glossaries	Two glossaries are presented in Appendix C. The first glossary contains a list of terms and definitions that CETA staff may need when working with the criminal justice system and the offender population. The second glossary is a list of selected "con" language. It is advisable for CETA staff to familiarize themselves with these slang terms.
Appendix D Alphabet soup	Appendix D is entitled "Alphabet Soup." It contains the letter abbreviations commonly used by many Federal, public, and private agencies. Many of these abbreviations are used throughout this TAG.
Appendix E Index	The Index located in the back of this TAG provides a "Quick Reference Guide" for all users of this TAG. The Index cross-references pertinent subject areas with the persons most likely to require the information, and the page or pages within this TAG on which the information can be found.

APPENDIX A.1

ANNOTATED BIBLIOGRAPHY
(Selected Materials)

Abt Associates, Inc., Pretrial Intervention: A Program Evaluation, Final Report. Washington, D.C.: United States Department of Labor, Manpower Administration.

Covers eligibility requirements, screening and entry; counseling services; locating employment, training and educational opportunities, terminations, recidivism - program evaluation of nine manpower-based pretrial intervention projects of United States Department of Labor, Manpower Administration.

ACTION, Volunteers in Criminal Justice (Status Report 1976). Washington, D.C.

This report describes the many agencies that provide services to the ex-offenders or who work within the Criminal Justice System.

Adams, Stuart, Evaluative Research in Corrections: A Practical Guide, U.S. Department of Justice, Law Enforcement Assistance Administration, National Institute of Law Enforcement and Criminal Justice. Washington, D.C., 1975.

An excellent guide for research in corrections.

American Bar Association, Employing the Ex-Offender: Some Legal Considerations. Clearinghouse on Offender Employment Restrictions, National Offender Services Coordination Program, November, 1976.

Summary of restraint and requirements which employers need to know in developing policies affecting fair employment opportunities for ex-offenders.

American Bar Association, Female Offenders Workshop Guide. Female Offender Resource Center, National Offender Services Coordination Program, March, 1977.

This Guide was developed to assist in conducting workshops on juvenile and adult female offenders by suggesting a developmental process and format for programming a workshop. A fact sheet which can be duplicated and distributed to workshop participation and a list of specific resources including speaker participants, films and publications, is also included.

American Bar Association. From Jail to Job: A Planned Approach.

National Offender Services Coordination Program, March, 1977, pp. 14-27.

This is a resource handbook which emphasizes the provision of the Comprehensive Employment and Training Act (CETA) services to ex-offenders. It provides an overview of the purpose and function of the Criminal Justice System, discusses the criminal justice client, acquaints the CETA Sponsor with a general profile of the offender, discusses plans for service coordination with criminal justice and suggests methods for program implementation.

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A description of fifty-five experimental and developmental youth projects conducted under Manpower Development and Training Act of 1962. The experiences and results are presented. The projects

were designed to reach out and provide services to youths for whom the conventional approaches, techniques, and personnel seemed inadequate.

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A step-by-step manual for the operation of a work release program.

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This paper describes the State of Minnesota's designated eight prime sponsors' program efforts for offenders.

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The First National Sourcebook, A Guide to Correctional Vocational Training. New England Resource Center of Occupational Education, Newton, Massachusetts, and Far West Laboratory for Educational Research and Development, San Francisco, California, 1973.

An excellent guide on how various inmate training programs are implemented, financed, and operated. The programs are categorized by school and college cooperative programs, business and industry cooperative programs; trade union cooperative programs; professional and paraprofessional programs; new approaches, short-term and prevocational programs, and organizational methods.

The Manhattan Court Employment Project of the Vera Institute of Justice, Final Report, Nov. 1967 - December 1970. New York, New York: Vera Institute of Justice, 1972.

Originally set up to test whether a successful job coupled with counseling could change certain defendants' life styles within a three month period after arrest, before trials were held. It is now a vital arm of New York City's criminal justice process.

Transitions to Freedom. San Francisco, California: Transitions to Freedom, Inc., (415) 731-1115.

Transitions to Freedom, Inc. is a private nonprofit California corporation with civic and government sponsors whose aim has been to open up the job market for ex-inmates and to improve their chances of obtaining jobs through counseling, job placement, and skill training. The guide, Transitions to Freedom, is a cookbook of tips on how to go about setting up a similar program. The guide gives suggestions on funding, organization, job development, job counseling, and vocational training, as well as the need to continually work with established agencies and authorities. The guide includes a thorough reentry pamphlet for the San Francisco area, called "An Ex-Prisoner Survival Packet."

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This Guide provides technique and suggestions on how to carry out the non-discrimination provision of CETA and avoid acts and practices which discriminate against both staff and program participants. It also contains information on organization and staffing, management information systems, and program assessment.

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This book includes a list of summarized programs that can aid those interested in improving their living, environmental and economic opportunities.

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A description of the comprehensive community health services -- grants, technical assistance and other supportive services -- available to anyone in need of health care.

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Federal Probation, quarterly journal published by the Administration Office of the United States Court in cooperation with The Department of Justice's Bureau of Prisons in Washington, D.C.

Federal Regulations for CETA, 29 *Code of Federal Regulations*, §94-98.

Fortune News, published monthly by the Fortune Society, ex-prisoner self-help group in New York City. Articles by and about prisoners from all over the country. Focuses on prison conditions, prisoner's rights, prisoners' aid groups and success stories about former prisoners who have made it.

National Criminal Justice Reference Service: A clearinghouse of information on studies, reports, and books concerning the criminal justice system. Washington, D.C. United States Department of Justice, Law Enforcement Assistance Administration.

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APPENDIX A.3

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APPENDIX B

IDENTIFICATION AND CONTACT INFORMATION

The program examples and projects shown in this Guide were developed in several ways. Some are actual summaries of past or existing offender programs conducted by CETA prime sponsors or by other components of states or local governments. These examples are drawn from developmental projects which were conducted in several jurisdictions. Some are suggested program elements or activities based on varied programs and experiences of prime sponsors and others.

Where possible, this Appendix contains the name of the organization and contact person who can provide information about a program on which the example was based. The examples tested were funded in various ways, including LEAA, the HEW Office of Education, the Department of Labor, local or state governments, private foundations, or combinations of funding sources. It is recognized that other prime sponsors may have identical or similar programs but the ones included in this TAG are those on which information was most readily available when this TAG was being prepared.

The list of contacts follows the same order and subject heading from Chapter V. For example, if the reader is interested in learning more about "Example A" under Recruitment and Screening, he or she would refer to "Example A" under "Recruitment and Screening"in this Appendix.

Appendix B.2. lists the sources for several of the educational tests mentioned in Chapter V.

APPENDIX B.1.

PROGRAM EXAMPLE IDENTIFICATION

RECRUITMENT AND SCREENING

Example A. Community-Based Mutual Agreement Program.

Department of Public Safety and Correctional Services, State of Maryland. Specific locations: Montgomery County and Baltimore City.

Example B. Partial Confinement - Community-Based Residential Facilities.

Allston Wilkes Society
2215 Devine St.
Columbia, S.C.
(803) 799-2490.

Example C. Partial Confinement - Work Release.

Pioneer Cooperative Affiliation
703 8th St.
Seattle, Wash. 98104
(206) 722-2993.

Example D. CETA Staff in State's Attorney's Office.

No contact point.

INTAKE AND ORIENTATION

Example A. Mobile Orientation Team.

Mayor's Office of Manpower Resources
701 St. Paul Street
Baltimore, MD. 21202
(301) 395-5586
Contact - Ms. Donna Anderson.

Example B. Pre-Release Orientation.

Deputy Superintendent for Programs
Greenhaven Correctional Facility
Stormville, N.Y. 12582
(914) 226-2711.

SUPPORTIVE SERVICES - SPECIAL COUNSELING

Example A. Pre-Release Counseling.

A suggested program based on
several state and local programs.

Example B. Pre-Trial Intervention Counseling.

Based on several state and local
programs including:
Pre-Trial Diversion Services
1212 McGee St.
Kansas City, MO. 64106
(816) 471-2685.

Example C. Pre-Release Counseling in a State Department of Corrections.

Deputy Superintendent for Programs
Greenhaven Correctional Facility
Stormville, N.Y. 12582
(914) 226-2711.

SUPPORTIVE SERVICES - TEMPORARY FINANCIAL SUPPORT

Example A. Temporary Income for Ex-Offenders.

Living Insurance for Ex-Prisoners
(life) conducted in Baltimore MD.
1971-1974.
Mayor's Office of Manpower Resources
701 St. Paul St.
Baltimore, MD. 21202
(301) 395-5586
Contact: Ms. Marion Pines

Example B. Multi-faceted Offender Financial Assistance Program

Offender Subsidy Support Program
2575 Center St., N.E.
Salem, Oregon 97310
(503) 378-2395
Contact: Mr. Dale Dodds, Project Director

SUPPORTIVE SERVICES - HEALTH SERVICES, INCLUDING THERAPY

Example A. Group Therapy Camping.

No contact point.

Example B. Outdoor Physical Challenges.

Dr. John Tovrea
Adobe Mountain School
Arizona Dept.
P.O. Box 9850
Phoenix, Arizona 85068
(602) 942-7350 - State Corrections

SUPPORTIVE SERVICES - LEGAL & MISCELLANEOUS SERVICES

Example A. Volunteers Work One-to-One with Offenders.

Robert R. Lucas, Director
Community Education
SAFER Foundation
343 S. Dearborn St., Room 400
Chicago, Ill. 60604
(312) 322-4700

Example B. Volunteer Attorneys.

Neal Miller
Project ADVOCATE
American Bar Association
Section of Criminal Justice
1800 M St., N.W.
Washington, D.C. 20036
(202) 331-2262

TRAINING AND EDUCATION - VOCATIONAL TRAINING

Example A. Vocational Staff Training.

Suggested activities based
on several sources.

Example B. Confinement - Vocational Training.

A project conducted by Honeywell
for the State of Massachusetts.
Group Manager
Honeywell Information Systems, Inc.
60 Walnut Street
Wellesley, Mass. 02181.

Example C. Confinement - Prison Industries and Prison Maintenance.

Optics Mechanics Shop:
Director of Education
Wallkill Correctional Facility
Wallkill, N.Y. 12589.

Dental Laboratory:
Chief Dental Laboratory
Technologist
New Jersey State Prison
Rahway, N.J. 07065
(201) 388-2060.

Radiologic Technology Training:
California Rehabilitation Center
Box 841
Corona, Calf. 91720
(714) 737-2683.

Boiler Operation:
Supervisor of Education Program
Youth Correctional Institute
Box 500
Bordentown, N.J. 08505
(609) 298-0500.

Example D. Work Release Training.

Private Concerns, Ind.
21st Floor
477 Madison Ave.
New York, N.Y. 10022
(212) 644-1630.

Example E. Confinement - Vocational Training.

Private Concerns, Inc.
21st Floor.
477 Madison Ave.
New York, N.Y. 10022
(212) 644-1630

Example F. Non-Confinement - Supported Work.

Alfred Cave, Director
Wildcat Service Corporation
437 5th Ave.
New York, N.Y. 10016
(212) 949-8600.

TRAINING AND EDUCATION - EDUCATION

Example A. Confinement - Jail Social Services.

Inmate Services Program
216 East Huron
Ann Arbor, Mich. 48108
(313) 662-5661.

Example B. Partial Confinement - Education.

State Supervisor
Work/Education Release
38 Todds Lane
Wilmington, Del. 19802
(302) 764-1225.

Example C. Non-Confinement - Offender Self-Help.

Fortune Society
29 East 22nd St.
New York, N.Y. 10010
(212) 677-4600.

Example D. Use of T.V. Materials.

Suggested activity based on
educational system experience.

Example E. A Learning Program - Study Release.

Department of Manpower
District of Columbia Government
500 C St., N.W.
Washington, D.C. 20001
(202) 724-3928.

Example F. College Education for Parolees.

Department of Manpower
District of Columbia Government
500 C St., N.W.
Washington, D.C. 20001
(202) 724-3928

Example G. Art Education - Confinement.

Dr. James Mengel, Project Coordinator
Fine Arts Council of Florida
Department of State
Division of Cultural Affairs
The Capitol
Tallahassee, Fla. 32304
(904) 487-2980.

Example H. After-Care Out-of-School Alternatives for Juveniles.

Mayor's Office of Manpower Resources
701 St. Paul St.
Baltimore, Md. 21202
(301) 395-3394.

TRAINING AND EDUCATION, WORLD OF WORK & JOB READINESS

Example A. Simulations.

Suggested program activity
based on Job Corps and other
educational programs.

Example B. Theatre Foundation - Confinement.

Carolyn Bye
Guthrie Theatre Foundation
Vineland Place
Minneapolis, Minn. 55403
(612) 377-2824.

Example C. Theatre - Ex-Offenders.

Marvin Felix Camillo
The Family
490 Riverside Drive
New York, N.Y. 10027
(212) 666-4900.

JOBS - DEVELOPMENT, PLACEMENT & FOLLOW-UP: JOB DEVELOPMENT

Example A. Supported Work - A national program in 15 locations.

First annual report can be
obtained from:
Earlynne King
Utilization Division, ETA/DOL
601 D St., N.W.
Washington, D.C. 20213.

Example B. Job Factory.

Joseph V. Fischer, Director
Office of Manpower Affairs
51 Inman St.
Cambridge, Mass. 02139
(617) 876-0168.

Example C. On the Job Training & Counseling.

Wildcat Service Corp.
437 5th Ave.
New York, N.Y. 10016
(212) 949-8600
Similar program operated by
Chase Manhattan Bank
Social Responsibility Dept.
80 Pine St.
New York, N.Y. 10005
Contact: Linda Evans
(212) 676-4632.

Example D. Placement Based on Prison Work Experience.

Suggested program activity
based on various offender
programs.

Example E. Separate But Coordinated Job Development.

John R. Armore
Vice President
Ex-Offender Program
National Alliance of Businessmen
1730 K St., N.W.
Washington, D.C. 20006
(202) 254-7108.

CRIMINAL JUSTICE INTERVENTION PROGRAMS AND EXAMPLES FOR CETA

Example A. Pre-Trial Diversion.

Based in large part on the
Flint, Michigan program.
Citizens Probation Authority
210 West 5th St.
Flint, Mich. 48503
(313) 766-8536.

Many other jurisdictions have
similar programs, including:
Mayor's Pre-Trail Employment
and Training Agency
343 Riverside Mall
Baton Rouge, La. 70801
(504) 389-3457
Contact: Phil Jones, Jr.

Example B. OJT For Work Realese.

Based on many offender
programs.

Example C. Correctional Intake Unit.

Mayor's Office of Manpower Resources
701 St. Paul St.
Baltimore, Md. 21202
(301) 395-5586
Contact: Ms. Marion Pines.

Example D. Job Readiness Workshops Plus Placement.

Mayor's Office of Manpower Resources
701 St. Paul St.
Baltimore, MD. 21202
(301) 395-5586
Contact: Ms. Marion Pines.

Example E. Work-Training Release from Correctional Institutions.

The Governor's Manpower Office
State of Minnesota
690 American Center Bldg.
150 East Kellog Blvd.
St. Paul, Minn. 55101
Contact: Fred Grimm
(612) 296-7916.

APPENDIX B.2.

EDUCATIONAL TESTING

The following assessment tools listed in Chapter V of this TAG may be obtained from the following:

- Wide Range Achievement Math Test

  Guidance Corporation
  1526 Gilpin Avenue
  Wilmington, Delaware
  19806

- Test of Adult Basic Education

  CTB/McGraw Hill
  Del Monte Research Park
  Monterey, California
  93940

- Minnesota Multiphasic Personality Inventory

  Psychology Corporation
  304 E. 45th Street
  New York, New York
  10017

- General Abilities Test Battery

  Educational & Industrial Test Services
  83 High Street
  Hemel Hempstead
  Herts, England

APPENDIX C.1

Definitions of Terms

Adjudication	The process of determining guilt or innocence.
Advisement	Informing an individual of his rights.
Apprehension	The seizure or arrest of a person.
Arraignment	A court procedure at which the defendant is informed of charges against him and is given the opportunity to enter a plea.
Arrest	The taking into custody of an individual by an officer of the law, usually the police. The purpose of arrest without a warrant is to begin the formal proceedings that culminate in a court hearing. Not all arrests are prosecuted, however. Nationally, perhaps 20% to 30% of all arrests are dismissed by the police or the prosecution before a court appearance. A summons or citation can also initiate court proceedings, but under this procedure an individual is not taken into custody. Arrest pursuant to a warrant is based upon an order of the court which has found that probable cause exists to believe that a crime has been committed and the defendant committed that crime.
Bail	After arrest, the defendant appears before a judge who determines if the defendant may be released to await trial or should remain in jail. Bail is the most common method of granting release before trial, although other avenues do exist.
Bench warrant	An arrest warrant issued by the court because of an offense to the court, usually failure to appear for a scheduled court appearance.
Bondsman	A specialized businessman who posts bond for the full bail amount, charging the individaul a percentage fee (usually between ten and twenty percent).

Booking	To formally record charges against a person at the police station or at the receiving desk of the county jail.
Calendaring	When a further court appearance is required in a case, it is put on the court calendar for a future date.
Confinement	Imprisonment in a jail, penitentiary, or other correctional institution for a specified length of time. This period may be shortened by parole, credit for "good time."
Citation	A summons; an official notice to appear in court.
Crime	The aim of the criminal justice system is to identify individuals who have committed a crime and to punish them. Crimes may be either felonies (a serious crime, punishable in most states by incarceration for one year or more) or misdemeanors (less serious crimes, punishable by incarceration for a term less than one year). Violation of a local ordinance of the city or county government is a third type of crime. These minor disturbances include public drunkenness and disturbing the peace and will usually have maximum penalties of jail terms of 30 days.
Commutation	Termination of a sentence.
Conviction	Formal finding of guilt, entered by the judge.
Defense rehabilitative services	In some jurisdictions the public defender agency representing indigent defendants will provide rehabilitative services to their clients, including employment assistance. The defendant's success in this program may be used as the basis for a recommendation to the judge that incarceration is not necessary and that a sentence of probation upon conviction is preferable. Another variant is for the defense agency to help with the development of a "probation plan" during the period after conviction but before sentencing, so as to demonstrate the availability of alternatives other than incarceration.

Deferred sentence	Deferred plea, deferred prosecution: a form of probation in which the court delays sentencing for a period of time, permitting the defendant to go into the community under probationary supervision.
Desertion of probation	A probationer who has failed to report to the probation officer as required and who cannot be located at his last address.
Detainer	A written order of the probation/parole officer to a jail, giving authority to hold a probationer/parolee pending further court action.
Detention	Temporary incarceration of an individual pending court or parole board action.
Direct violation	Revocation of parole because of a new arrest.
Disposition	Formal decision of the court or parole board for handling a case.
Diversion	Programs which are specifically designed to keep individuals from entering the criminal justice system.
Felony	A serious crime, in most states punishable by more than one year in prison.
Furloughs	Releases for a specified time for a specified purpose.
Gault decision	The decision of the U.S. Supreme Court establishing that minors have many of the same constitutional protections as adults.
Good time	A deduction from an inmate's term of imprisonment for good behavior.
Grand jury	A special large jury composed of community citizens, empowered to investigate and to decide whether criminal indictments should be issued, and also to investigate the efficiency of county government.

Guilty	A formal admission of guilt in which the defendant waives the rights to a judge or jury trial, to confrontation and cross-examination of witnesses, and to require the prosecution to prove guilt "beyond a reasonable doubt."
Habeas corpus	A writ of order requiring that a prisoner be brought to court to decide whether he is being held lawfully.
Halfway house	A temporary home for persons released from institutions, which allow the individual a period of readjustment to community life. Some communities have halfway houses that provide care for a person in lieu of institutional care; some serve special groups such as alcoholics.
Indeterminate sentence	A sentence that fixes the term of imprisonment only within certain limits, leaving the exact amount of time to be determined by administrative authorities.
Initial appearance	During an initial appearance, the judge or magistrate normally informs the defendant of the charges, appoints counsel if the defendant has no money for legal fees, and decides whether and on what conditions the defendant should remain free pending trial. At this point, there are various options for releasing a defendant. These options include bail, security bond, cash bond, release on recognizance (ROR), supervised release, third-party custody.
Interstate compact	An agreement between the fifty states by which each state agrees to accept the parolees and probationers of other states for supervision, under certain circumstances.
Jurisdiction	The statutory authority to hear specified types of cases.
Juvenile delinquency	(1) conduct considered criminal if committed by an adult; (2) other behavior considered delinquent because of special status of juveniles, i.e. trauncy.

Misdemeanor	A minor crime, with a penalty not exceeding one year.
Morrissey decision	An opinion of the the U.S. Supreme Court which guarantees a person due process in parole revocation matters. The due process rights include: advance notice, right to a hearing, right of confrontation of adverse witnesses, right to be present and refute evidence, limited right to counsel, and right to written summary of the hearing with reasons for the decision.
Non-confinement	A sentence permitting the defendant to return to or remain in the community for a specified time under specific conditions. It may be imposed after the court has suspended a sentence or incarceration. The return to the community may be supervised or unsupervised.
Nolo contendre	"No contest"--not an admission or denial of guilt, but consent to entry of a conviction; the rights waived by a guilty plea are also waived with this plea.
Offender	"(A) any person who is or has been confined in any type of correctional institution, or assigned to a community-based facility, or who is or has been subject to any stage of the judicial, correctional, or probationary process where manpower training and services may be beneficial as determined by the Secretary of Labor, after consultation with judicial, correctional, probationary or other appropriate authorities; or (B) an adult or juvenile who is confined in any type of correctional institution and also includes any individual or juvenile assigned to a community-based facility or subject to pretrial, probationary, or parole, or other stages of the judicial, correctional, or probationary process where manpower training and services may be beneficial, as determined by the Secretary, after consultation with judicial, correctional, probationary, or other approriate authorities." (As defined in the Federal Register, Vol. 41, No. 124, June 25, 1976, §94.4(ii).)

O.R. (also ROR)	Release on own recognizance, a court decision to release the accused on his promise to appear in court, rather than setting bail.
One-to-one	The helping relationship between an offender and a volunteer or staff member who functions as friend, counselor and advocate.(Also, one-on-one).
Parole	Methods of releasing an offender from an institution prior to his completion of maximum sentence, subject to conditions specified by the paroling authority.
Partial confinement	This condition usually made available by statute permits the offender to be confined in prison during non-working hours. During working hours, the offender is released to pursue employment in the community.
Plea	A formal answer to the charges.
Plea bargaining	An arrangement whereby a defendant enters a plea of guilty to a lesser offense in return for dropping the original charge and imposing a lighter sentence.
Post-plea diversion	Defendant is required to enter a provisional plea of guilty before being enrolled. A defendant who fails to complete his diversion program is thus already adjudicated guilty of the crime charged, but successful completion results in withdrawal of the provisional pleas and dismissal of the charges.
Pre-sentence report	A report prepared by the probation department to be read to the court prior to sentencing.
Pre-sentencing	An investigation stage during which the court may order an investigation into the background, criminal record, and social disabilities of the defendant. The results of the investigation assist the sentencing judge in determining the sentence to impose. Some pre-sentencing actions include Release on Recognizance (ROR), Supervised Release, and Bail.

Pre-trial diversion	Conditional deferment of prosecution in specified types of offenses. Use of diversion is heavily dependent on development of a community based and monitored rehabilitative program (i.e., drug treatment, half-way house). If a client does not respond positively to deferment program, he or she is subject to prosecution.
Probation	A legal status granted by a court whereby a convicted person is permitted to remain in the community subject to conditions specified by the court.
Prosecution	The decision to formally charge a person with a crime results in the district attorney or corporation counsel requesting the grand jury to take action: indict. In other jurisdictions, the prosecution may file an "information" which, like an indictment, begins an adjudication process.
Prosecutorial screening	In many jurisdictions, this follows arrest. The prosecutor reviews the case with all persons involved and makes a decision as to whether or not formal charges are filed. If formal charges are filed, the arrestee becomes a "defendant." It is at this stage that the decision is made regarding insufficient evidence, a reduction of the charges, or transfer of the arrestee to other alternatives, such as a CETA program.
Recidivist	A person who again is convicted of a crime after having previously been convicted.
Release	Imposes certain conditions to which the releasee must adhere. These conditions include reporting periodically to a specified person, cooperating with the parole officer, and following other conditions which are set before the release date.
Release on Recognizance (ROR)	Return of the defendant to the community without the posting of bail collateral following a promise to appear in court as required. The defendant must show sufficient "roots in the community" such as a job, family and permanent place of residence. In some jurisdictions a

ROR (Con't.)	staff will interview detainees to determine their eligibility for ROR and recommend to the judge whether the accused should be released and under what conditions.
Remand	To send a prisoner or defendant back into custody to await trial or further investigation; to send a case back to a lower court for additional proceedings.
Residential treatment centers	Non-custodial institutions located in the community which provide programs for certain types of offenders.
Restitution	Reimbursement to the victim of a crime for loss or for expenses incurred because of the crime; often imposed as a condition of probation.
Sentencing	The sentence imposed by a judge involves one or more of the following alternatives: non-confinement, probation, post-plea diversion, partial confinement, confinement, work/study/training release. (See this Appendix for definitions.)
Stay of imposition, stayed sentence	A court order which withholds the sentence of an offender to allow him or her to demonstrate the ability to function in the community.
Subpoena	A process issued by a judge to cause an individual to appear before the court.
Summons	To notify the defendant that an action has been instituted against him or her and that he or she is required to answer to it in court.
Supervised release	Release of a defendant pending trial on promise to appear in court without bail and subject to court-imposed conditions. Conditions usually include the following: maintaining or seeking employment; reporting periodically to a supervisory authority; and/or remaining within the confines of the court's geographical jurisdiction. In addition, the defendant may be required to enroll in a specific rehabilitative program. Defendants violating these conditions may be required to post bond, or may be returned to jail.

Suspended sentence	A sentence of incarceration which has been stayed by the court, contigent upon conditions such as probation.
Technical violation	Revocation of parole due to failure to comply with specified conditions.
Third-party custody	A specialized form of conditional release, with conditions in which a defendant is released in the custody of a particular individual or institution. The custodian promises to insure that the defendant will appear when required. In some instances a community-based rehabilitative program can act as a third-party custodian, not only promising to insure the defendant's appearance in court, but also endeavoring to afford the defendant specialized rehabilitative services.
Transitional programs	Any programs designed to facilitate and support the return of an inmate to the community upon release from a custodial facility.
Victimless crime	A criminal act such as drunkenness which does not injure anyone other than the one who commits it.
Waiver	A voluntary decision by a defendant to eliminate a hearing, legal counsel, or some other procedure.
Warrant	An order for the arrest of an individual.
Work furlough	A program in which an institutionalized offender is released daily to work in the community and is locked up overnight; typically the offender is charged a daily fee for his or her stay at the work furlough facility, and a postion of his or her salary is appropriated for family support, if applicable.
Vacate order	An order entered by the court which cancels an earlier court order.
Violate	An action taken by a parole officer against an offender who has failed to comply with a specified set of rules. (See "direct violation" and "technical violation" in this Appendix.)

Work/Study/Training release("Huber Law")	A sentencing alternative, usually made available by statute, to permit an offender to be confined in prison during non-working hours, but to be released from confinement to pursue employment in the community.

APPENDIX C.2

SELECTED "CON LANGUAGE"*

Banged-out	Exhausted.
Big house	A large state or federal prison or penitentiary.
Bird	Automobile.
Bombed-out	Tired.
Booster	An act of stealing, usually shoplifting.
Boxman	Safecracker.
Bread	Money or other currency.
Bricks	Outside world; society.
Bug-out	To go nuts.
Bummer	Bad deal.
Busted	Arrested.
Buttons, to wear	Easy to fool; susceptible to leadership.
Catalog	Toilet paper.
Change up, to	To double-cross a person
Cold shot	Disappointment; dirty trick.
Cool	Satisfactory.
Cop, to	To acquire.
Cop a plea	Admit to a lesser crime as a means of avoiding greater punishment.
Cop out	To plead guilty to an offense as charged.
Copping dueces	Assuming an apologetic or defensive position.

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*A selection of terms from Dictionary of Desperation, edited by John Armore & Joseph D. Wolfe. Washington, D.C.: National Alliance of Businessmen, 1976.

Cracked	Arrested.
Cream puff	Pushover. Easy mark.
Crib	A domicile; a "pad."
Croaker	Doctor.
D Board	The Disciplinary Board, an administrative committee usually composed of officers and representatives of the prison administration. Semi-judicial in nature, it conducts hearings and metes out punishment for infractions of prison regulations.
Deuce and a quarter	Automobile.
Dig	Take a look; also appreciate.
Dog	Heartless.
Doing a number	Minding one's business. When "doing a number" on another, the implication is deception.
Doing the book	Serving a life sentence.
Down	Serving or having served time in prison (also "being down" or "been down"), e.g., "He's been down before."
Dude	A man.
Ends	Money.
Fall	To recidivate; to get apprehended for a crime after having gone straight for a period.
Fin	Five dollars; five years.
Flagged	Arrested.
Flop	Assessed time from parole board.

Fly	A super cool individual (from Super Fly of movie fame).
Fuzz	The police.
Gaf	An unlikely story; tall tale.
Gaffer	Con-man; one who manipulates others easily.
Green	Money.
Handle	Name.
Heat	A correctional officer.
Heavy	Intelligent; significant.
Hit the bricks	Get out of prison. Also, "hit the streets."
Honkie	A white person.
Hooked	Addicted.
Hot	Untrustworthy.
Hotel	Dentention cell house.
Jam	A person that has been arrested.
Jello	To make easy; a sure thing.
Jive	Insincerity; untruths; "a lot of bull." Also, a wrong, misinformation.
Keep stepping	Move on.
Lame	A person who cannot relate.
Light	Know what's happening; very knowledgeable.

Minny	The minimum security section of a prison.
Monkey life	Hanging around; clowning; no good use.
Mosquiter-peter	Short timer; or a little bit.
Mug	Face.
Nail	A needle or hypodermic needle.
Narco	A narcotics addict.
Pad	A domicile.
Paper hanger	One who passes bad checks. Originally, a counterfeiter, after the primitive method used to dry wet printing.
P.C.	Protective custody. An inmate in protective custody is placed in a section of the prison which is isolated from the main portion of the cell blocks. Depending on the individual prison, this area may or may not be the same one used for isolation for punishment purposes. It generally means twenty-four hours lock-up and separation from the inmate population. However, the person in protective custody will not be deprived of his personal effects or visiting or communication privileges. He has been isolated due to threats on his life from other inmates, rather than for punishment by the administration. Often the threats on his life may be due to the fact that he has cooperated too closely with prison officials or has provided them with information about other inmates.
Pig	Police or guard.
Pipe, to	To make up a story.
Popped	Arrested.
P.V.	Parole violator.

Raise	Leave prison.
Rap, to	To talk.
Road dog	Companion.
Rock	Dependable individual.
Rod	A gun; an automobile.
Sawbuck	Ten dollars; ten years.
See the board	To be permitted to see the parole board; this does not mean one has been granted parole, but only that one is under consideration by the board.
Setback	Denial of parole when it was expected.
Shingle	License plate.
Short-timer	One who has been sentenced to something less than about seven years of prison; also, someone who has very little time left to serve.
Shot	Professional pickpocket, official report of misconduct.
Silk	Easy; no problems.
Skid	Give someone a break.
Slammer	Jail; (also "cooler" and "jug," now somewhat out of date.)
Smack	Heroin.
Solid	To be acceptable.
Spot	To lend or loan.
Spread your shot	To tell it like it is.
Spring	To be released from prison, especially on bail.

Square	Conformist; hence, a non-offender.
Static	Hassle; complications.
Sticker	A warrant or a detainer; may also refer to a person who either will or is likely to stab another.
Straight up	The truth.
Streets	Outside world.
Struggle, the	Time spent in prison.
Strung-out	To be in love; to be under the influence of narcotics.
Swine	Correctional officers.
Thing-thing	Any object which possesses a name not known to the prisoner.
Velvet	Everything running smoothly.
Vibes	Feelings one gets from another person; vibrations.
Vig	The interest on a loan. This may refer to legitimate interest on any loan; the high interest of a loan shark; or interest paid on a barter system in prison. An example of this last type is a situation in which an inmate has run out of money or credit and obtains a pack of cigarettes from another inmate. He will have to pay back with several packs of cigarettes, depending on the lender's "vig" rate.
Wrapping up	Nearing the end of one's prison sentence.
Write-up	Institutional court summons.
Writ writer	One who is attempting to beat his incarceration on a technicality.

APPENDIX D

ALPHABET SOUP

The Federal Government and private industry sometimes have a language of their own. Many programs, agencies, and organizations are referred to by "letters" rather than names. We hope you have fun with "Alphabet Soup."

AA	Associate Administrator
AA/M	Associate Administrator for Management
AAIS	Associate Administrator for Information Systems
AAP	Affirmative Action Plan (for Equal Employment Opportunity)
AB	Aid to the Blind
ABD	Aged, Blind, or Disabled
ACLU	American Civil Liberties Union
ADP	Automatic Data Processing
AFDC	Aid to Families with Dependent Children
AFL-CIO(HRDI)	American Federation of Labor-Congress of Industrial Organization-Human Rights Development Institute
AMA	American Medical Association
AO	Administrator's Office (SRS)
AP	Absent Parent
APA	Assistance Payments Administration
APD	State IV-D Office Advance Planning Document
A/R	Applicant/Recipient
ARC	Associate Regional Commissioner
AT	Action Transmittal
BENDEX	Beneficiary Data Exchange
BIA	Bureau of Indian Affairs
BRIDGE	Bridging Reassignments in the Development and Growth of Employees
CAP	Cost Allocation Plan
CD	Court Decision
CETA	Comprehensive Employment and Training Act
CFR	Code of Federal Regulations
CJS	Criminal Justice Systems, including courts, police, jails, prisons, probation, and parole authorities

CO	Central Office
COBOL	Common Business Oriented Language (for Computers)
COMP	Comprehensive Offender Manpower Program
COPE	Comprehensive Offender Program Effort
CRP	Cuban Refugee Program
CSA	Community Services Administration
CSC	Civil Service Commission
CSC/INFONET	Computer Services Corporation/National Time Saving Data Processing Services to Support Automated Aspects of FPLS
CSE	Child Support Enforcement
CSEP	Child Support Enforcement Program
CWS	Child Welfare Services

DD	Developmental Disabilities
Deter.	Determination
Dis.	Disability
Distrb.	Distribution
DHEW	Department of Health, Education and Welfare
DHUD	Department of Housing and Urban Development
DOC/EDA	Department of Commerce-Economic Development Administration
DOL	Department of Labor
DOT	Department of Transportation
DSSM	Division of State Systems Management
D & T	Demonstration and Training

EEO	Equal Employment Opportunity
Elig.	Eligibility
EO	Executive Officer
EOD	Entry on Duty
EPSDT	Early & Periodic Screening Diagnosis & Treatment
Est.	Establishment
Eval.	Evaluation
Expend.	Expenditure

FAP	Family Assistance Plan
FDA	Food & Drug Administration
FFP	Federal Financial Participation
FM	Financial Management
FOI	Freedom of Information
FY	Fiscal Year

G	Guide
GOV'S. REV.	Governor's Review
GS	General Services
GSA	General Services Administration
GC	General Counsel
HEW	Department of Health, Education, & Welafare
HMO	Health Maintenance Organization
HR-1	House of Representatives Bill #2 (Welfare Reform Act)
HUD	Department of Housing and Urban Development
I	Interpretation
ICF	Intermediate Care Facility
IM	Information Memorandum
INFO	Information
Ins.	Insurance
Instr.	Instruction
IPA	Intergovernmental Personnel Act
LEAA	Law Enforcement Assistance Administration
L.O.C.	Letter of Credit
MA	Medical Assistance
MAP	Medical Assistance Program
MAU	Medical Assistance Unit
MBO	Management by Objectives
MC	Medical Care
MCH	Maternal and Child Health Program
MDTA	Manpower Development and Training Act
MEQC	Medicaid Eligibility Quality Control
MMIS	Medicaid Management Information Systems
MSA	Medical Services Administration
N	Notice
NAACP	National Association for the Advancement of Colored People
NAB	National Alliance of Businessmen
NAC	National Advisory Council
NBS	National Bureau of Standards
NCCA	National Center for Community Action
NCCC	National Conference of Catholic Charities
NCSS	National Center for Social Statistics
NDAA	National District Attorneys Association

NDP	Nationwide Demonstration Program
NFR SEA	National Reciprocal & Family Support Enforcement Association
NH	Nursing Home
NHSC	National Health Service Corps
NIDA	National Institute for Drug Abuse
NIH	National Institute of Health
NIMH	National Institute of Mental Health
NSC	Neighborhood Service Centers
NTIS	National Technical Information Service
NUL	National Urban League

OA	Office of Administration
OAA	Old Age Assistance
OAA	Older Americans Act
OC	Office of the Commissioner
OCD	Office of Child Development
OCSE	Office of Child Support Enforcement
OCR	Office for Civil Rights
OE	Office of Education
OEO	Office of Economic Opportunity
OFO	Office of Field Operations
OFM	Office of Financial Management
OGC	Office of General Counsel
OHD	Office of Human Development
OJT	On-the-job training
OMB	Office of Management and Budget
OMDT	Office of Manpower Development and Training
OP	Operational Planning
OPA	Office of Public Affairs
OPPE	Office of Program Planning and Evaluation
OPT	Office of Personnel & Training
OPRT	Office of Planning, Research, & Training
OPS	Operational Planning System
OQC	Office of Quality Control
ORC	Office of the Regional Commissioner
ORD	Office of Research and Demonstrations
ORS	Office of Rehabilitation Services
OS	Office of the Secretary
OSSO	Office of State Systems Operations
OYD	Office of Youth Development

P	Proposed Rulemaking
PA	Public Assistance

PHS	Public Health Service
PI	Program Instruction
P.I.	Program Issuances (in APA)
PIO	Public Information Office
PIQ	Policy Interpretation Question
P.L.	Public Law
PLS	Parent Locator Service
PO	Parole Officer or Probation Officer
POC	Principal Operating Component
PP	Plan Preprint
PREP	Preparation
PR	Program Regulation
PR & T	Planning, Research, and Training
PRG	Program Regulation Guide
PSA	Public Services Administration
PS & DS	Program Statistics and Data Systems
PSRO	Professional Standards Review Organization
PUB	Published
P.W.	Public Welfare
QTRLY	Quarterly
QC	Quality Control
R	Regulation
R & D	Research and Demonstrations
RC	Regional Commissioner
RECIP.	Recipient
REQ.	Requirement
REV.	Review
RO	Regional Office
RR	Report Required
RSA	Rehabilitation Services Administration (Now ORS)
RSDHI	Retirement, Survivors, Disability, and Health Insurance
RSVP	Retired Senior Volunteer Program
S	Senate Bill
S	Statute
SBA	Small Business Administration
SECT.	Section
SMI	Supplementary Medical Insurance
SNF	Skilled Nursing Facility
SNH	Skilled Nursing Home
SI	Special Initiatives
SRS	Social and Rehabilitation Services
SS	Social Services

SSA	Social Security Administration
SSDI	Social Security Disability Insurance
SSI	Supplementary Security Income
SSN	Social Security Number
SSRR	Social Service Reporting Requirements
STAT.	Statistical
TA	Technical Assistance
UP	Unemployed Parent
UC	Utilization Control
URESA	Uniform Reciprocal Enforcement of Support Act
UR	Utilization Review
USSC	United States Supreme Court
WIN	Work Incentive Program
VA	Veteran's Administration
VEP	Vocational Education Program
VP	Vendor Payments
VR	Vocational Rehabilitation
WEP	Work Experience Program

VIII E. INDEX

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VIII E. INDEX (Con't.)

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